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ABSTRACT

This document records the oral and written testimony at three hearings on proposed legislation that would amend the National Community Service Act of 1990 to establish a corporation for national service, enhance opportunities for such service, and provide awards for participants in the program. Witnesses included the following: U.S. senators; school teachers, administrators, and students; Clinton Administration officials, and representatives of labor organizations, volunteer programs, cities, and colleges. Many of the witnesses supported the idea of a national service corporation. Some witnesses related how volunteers were working in their communities and what a difference they made. They also explained how the various volunteer programs worked. Other witnesses were concerned that such a volunteer program would be too expensive, would grow too quickly and spawn increased government bureaucracy, and would be rife with waste and fraud. In addition, some witnesses felt that the program would compete for the same federal dollars now going to college students via Pell grants, which are not adequately funded now. (KC)

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S. HRG. 103-210

THE NATIONAL SERVICE TRUST ACT OF 1993

ED 366 850

HEARINGS

BEFORE THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES

AND THE

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON

S. 919

TO AMEND THE NATIONAL COMMUNITY SERVICE ACT OF 1990 TO ESTABLISH A CORPORATION FOR NATIONAL SERVICE, ENHANCE OPPORTUNITIES FOR NATIONAL SERVICE, AND PROVIDE NATIONAL SERVICE EDUCATIONAL AWARDS TO PERSONS PARTICIPATING IN SUCH SERVICE, AND FOR OTHER PURPOSES

MAY 11, 18, AND JUNE 8, 1993

Printed for the use of the Committee on Labor and Human Resources

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THE NATIONAL SERVICE TRUST ACT OF 1993

TUESDAY, MAY 11, 1993

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:35 a.m., in room SD–430, Dirksen Senate Office Building, Senator Kennedy (chairman of the committee) presiding.

Present: Senators Kennedy, Pell, Metzenbaum, Mikulski, Wellstone, Wofford, Kassebaum, Jeffords, Gregg, and Durenberger.

OPENING STATEMENT OF SENATOR KENNEDY

The **CHAIRMAN**. We'll come to order.

We want to thank all the representatives of the various service corps from different communities around the country for their attendance here today. We're going to do our best to accommodate all of them; perhaps if our good friends in the press could move forward, we'll violate the fire laws for just a few hours this morning and permit our young volunteers to join us.

We apologize to our witnesses. We planned to start our hearing at 10:30, and at 9:30, the Foreign Relations Committee and the Armed Services Committee, of which I am a member also, held important hearings. So we have done the best we could to try and accommodate the different members' interests, and thus we'll move as quickly as possible to the witnesses now.

Today, we will be hearing testimony in support of the President's program on voluntary national service. I think all of us understand that one of the fundamental core values of our society has been voluntary service. This value dates to the founding of our country. Our Nation has always been at its best when it has served others.

All of us are very mindful of the strong commitment that President Clinton has to this issue. He has elevated national service to one of his priorities as the President of the United States. It is an issue which drew bipartisan support in 1990 when this committee developed national and community service legislation. And Republicans and Democrats alike have been strongly committed not only at the national level, but at the State and local levels as well.

So it is in that spirit that we consider the President's proposal, and we are delighted to have the Interior Secretary with us, but before hearing from him, I will submit my full statement for the record and recognize Senator Kassebaum.

[The prepared statement of Senator Kennedy follows:]

PREPARED STATEMENT OF SENATOR KENNEDY

In today's hearing, we consider one of President Clinton's most important proposals to build a stronger future for the Nation . . . his plan for national service. National service calls on Americans to take greater responsibility for their own communities.

The fashion today is for too many Americans to blame the problems of their communities on others. We must find more effective ways to encourage citizens to become more involved themselves in solving vexing local issues. Participation of citizens is the touchstone of a viable democracy. It is the only realistic way to transform the life of the community.

The concept of service to others is as old as America. The spirit that enabled thirteen quarreling colonies to transform themselves into a new nation and meet other historic challenges of the past must be rekindled in America today.

A generation ago, President Kennedy inspired the Nation with the famous phrase in his inaugural address, "Ask not what your country can do for you—ask what you can do for your country."

That phrase still summons us across the years. To build a strong commitment to service today, in our generation, we must start with the Nation's youth, and that is what President Clinton's plan does.

The National Service Trust Act gives Americans of all ages opportunities for service. School-based and community-based service learning programs will be available to students in grades K–12. College-based programs will bring the concept of service into academic courses and extra-curricular projects. Full-time and part-time stipends will enable individuals to work in worthwhile projects in their own communities. Older American Programs will tap senior citizens for service.

In ways like this, The National Service Trust Act will open up a range of new opportunities for citizens to become agents of change in their own communities. It will give them opportunities to gain valuable skills while serving others. And it will give them opportunities for access to education, and job training to reach their full potential. Our goal is to invest in those who invest their own time and energy in their own neighborhoods.

Today, we will hear from the administration, and from witnesses who are currently engaged or were recently engaged in service. We will also hear how the ideas in this legislation relate to existing organizations and programs. The bipartisan National and Community Service Act of 1990 laid the groundwork for this initiative, and we entrust to do our best to build on it.

It is a special privilege to have Secretary of the Interior Bruce Babbitt as our lead witness for the administration this morning. Secretary Babbitt served in VISTA and now oversees the National Park Service, which uses service participants. He is a leader of great vision and creativity, and all of us who look to him look forward to his participation in this proposal.

I welcome all of our distinguished witnesses, and I look forward to their testimony

Close to 60 groups have already endorsed the principles and design of the President's national service initiative. We are still receiving more endorsements daily. The list includes:

American Association of Retired Persons, National Association of Foster Grandparent Program, Senior Companion Project and RSVP Directors (ACTION's OAVP programs), AFSCME, United Way of America, Big Brothers/Big Sisters of America, Girl Scouts of the USA, International Association of Fire Fighters, AFL–CIO, City Year (Boston, Massachusetts), Thomas Jefferson Forum (Boston, Massachusetts), YouthBuild Coalition, Campus Outreach Opportunity League (COOL), Campus Compact (national chapter), Maryland Student Service Alliance, National Association of Service and Conservation Corps, New York's City Volunteer Corps, DC Service Corps, Arkansas Department of Human Services, Division of Volunteerism, Kansas City Urban Youth Corps, City of Albany Department of Human Resources, Chatham-Savannah Youth Service Corps, Advocacy Institute, American Youth Policy Forum, Close Up Foundation, Community Renewal Team of Greater Hartford, Inc. (CRT), Community Service Learning Center, Durham Service Corps, Florida Conservation Corps, Generations United, Georgia Peach Corps, Green Corps, Kentucky Campus SERVE, Magic Me (Middle School nationwide service learning program with Boston chapter), Michigan Community Service Commission, Milwaukee Community Service Corps, National Association for Public Interest Law, National Association of State Universities and Land Grant Colleges, National Association of Partners in Education, National Center for Service Learning in Early Adolescence, National Collaboration for Youth, National Council of Churches, National Council of Senior Citizens, National Council on the Aging, National Crime Prevention Council, PennServe, People for the American Way Action Fund, Project Service Leadership, Public Allies, Student Coalition for Action in Literacy Education, Teach for America, United States Student Association, US Public Interest, Virginia COOL, Volunteer Maryland!, Wisconsin Community Action Program, Young People for National Service, Youth Service America, Youth Volunteer Corps of America, YouthAction, YSA's Youth Action Council.

OPENING STATEMENT OF SENATOR KASSEBAUM

Senator KASSEBAUM. Thank you, Mr. Chairman.

I would like to hear the Secretary as well, and I would ask that my full statement be made a part of the record.

I don't think there is anyone who can quarrel with the concept of the national service initiative. There are many who have been involved in one way or another in community service, and I have always believed as one feels a stake in his or her community, you learn to care and be a participant.

I would add, Mr. Chairman, that the administration's proposal for creating national service program tied to educational stipends is the part of the bill about which I have the most concerns, and they are three-fold: the size of the program and the rapid rate of expansion that is proposed; the means by which it provides educational benefits; and the potential creation of an additional bureaucracy that could prove troubling.

In the context of my full statement, I would like to ask that the statement of Bruce Chapman be made a part of the record—a scheduling conflict prevented him from testifying today—and also an editorial, "What about Needy Students?" from this morning's Washington Post.

Thank you, Mr. Chairman.

The CHAIRMAN. They will be so included. Thank you, Senator.

[The prepared statements of Senator Kassebaum and Mr. Chapman, and Washington Post article follow:]

PREPARED STATEMENT OF SENATOR KASSEBAUM

I would like to reiterate the concerns which I first expressed last week on the Senate floor. President Clinton's obvious enthusiasm on behalf of a call to community service is commendable. Certainly, no one would argue about the value and importance of service.

The President proposes spending $7.4 billion over 5 years for a series of programs to be administered by a new corporation which will replace the existing ACTION agency and the Commission on National Service. I think the President is wise to build his proposal on the foundation of existing entities. Such an approach avoids the usual temptation to "reinvent the wheel when undertaking a new endeavor.

At the same time, the proposal raises several important questions. These questions fall into three general areas: (1) the size of the program, (2) the means by which it provides educational benefits, and (3) its ability to achieve its intended effect of cultivating a life-long commitment to service.

In terms of size, $7.4 billion is a lot of money. Current spending on Federal service programs amounts to an estimated $1.5 billion. The Peace Corps, for example, operates on an annual budget of about $220 million. It doesn't take big money to make a big impact. In fact, I would argue that one of the keys to success of many of our existing service efforts is that the programs are kept small in scale.

An even more basic question is whether the President is trying to do too much too quickly. The combined budget of the two agencies which the new corporation will replace is $275 million. The Clinton program anticipates spending $400 million next year—with that amount increasing to $3.4 billion by 1997. In the past, we have found that massive funding increases in a short period of time inevitably lead to wasteful and inefficient uses of those funds.

There is a very real concern about whether orderly growth can be achieved in such a short period of time. A failure to provide meaningful service jobs will lead to a sense of cynicism directly at odds with the objectives of the initiative.

About half of the cost of the program will be for educational benefits. It will be possible to obtain an educational benefit of $5,000 for 1 year of full-time service up to a maximum of $10,000 for 2 years of service. Another real question is whether this is the best way to provide educational benefits and if it is where our priority should be in terms of such benefits.

For example, this proposal comes at a time when the Pell grant program is funded at far lower levels than any of us would like to see, and the budget does not hold much promise for improvement of this situation. Pell grants not only assist far greater numbers of students than the 100,000 estimated to be included in national service by 1997 but also focuses on low-income students.

I am also concerned about the ability of the program to achieve its goals. Unless great care is exercised, a Federal program of this size could smother community service efforts in layers of bureaucracy and paperwork. Monitoring the education benefit alone raises regulatory issues that have not been thoroughly explored. We also need to examine very carefully whether or not a paid, short-term experience will lead to a long-term commitment to service.

Finally, in speaking about his national service initiative, the President invariably discusses the concepts of direct Federal lending and income-contingent loan repayment. I understand that these loan proposals will be introduced separately from the national service plan. I hope that introducing separate legislative proposals will dispel the confusion regarding the linkage of these issues. Each proposal is a separate concept which should be judged independently on its own merits.

I strongly oppose direct Federal lending. I believe it will lead to severe disruption of our ability to provide loans to students for postsecondary education. Estimates of the "savings" to he achieved from direct lending vary so substantially that it is clear no one really knows whether any savings will he achieved. In the meantime, we will be adding at least $20 billion annually directly to the Federal debt—which would not be offset for many years in the future when repayment on the loans begins. Moreover, there are very serious questions about the ability of the Department of Education or institutions of higher education to administer a direct lending program.

Congress enacted legislation last year providing for a direct lending pilot program, which would permit us to get answers to some of these questions. We should allow the demonstration to work before dismantling our current loan system. Certainly, there are ways to make our existing programs more cost-efficient, and that is where our efforts could be most productive right now.

I respectfully request that the statement of Bruce Chapman be submitted for the record. He was unable to testify today due to a scheduling conflict. I also would like to have the editorial, "What About Needy Students?", from today's Washington Post included in the record.

PREPARED STATEMENT OF BRUCE CHAPMAN

WHY NATIONAL SERVICE WILL HURT VOLUNTARY SERVICE, STUDENTS AND THE ECONOMY

Mr. Chairman, and Members of the Committee:

Why, exactly, do we need The National Service Trust Act of 1993? Why, if we want to help students, couldn't these funds be used better in direct aid to students? Why, if we want to stimulate service in America, couldn't we increase the charitable deduction in the tax code? Why, especially, if we want to improve the lot of the next generation, couldn't we hold back now from adding further to the huge national debt we are leaving them?

My study of the bill before you shows that:

* National Service will not, on balance, help many participating students--and will actually hurt many. Since relatively few jobs will be available at first, students will have to compete for positions that may or may not be suitable to their particular talents and interests. Those who have contacts with the persons running the assorted National Service programs will have the best chance of getting the jobs. Finally, after two years of service and obtaining $10,000 in vouchers, students will still have only enough money for a fraction of most colleges' costs and will still have to go into debt or leave school. Those in service after graduation will have lost two years' lead on their careers. Thus, while some youth will be pleased by the National Service experience, of course, and may indeed get uncommonly lucrative pay (see below), others will be disillusioned and disappointed. Wouldn't it make more sense to offer these funds, if they must be spent, to expand college loans?

* National Service will disadvantage and stigmatize youth who do not or cannot participate--over 99 precent of college students. Most will fail in their applications for National Service jobs. The work they do take up in the private sector instead, some of which may be of greater real value to society than the invented positions of National Service, will not, like National Service jobs, be tax-free and they will lack the patina of prestige the government proposes to spread over the National Service graduate. There will be particular annoyance among this large body of youth with those prvivileged few among the celebrated National Service volunteers who get paid far more money than most new college graduates can hope to earn, even in the private economy. That is because this bill actually will allow participating agencies to match the government subsistence allowance, with pay for "service" in such cases going up to $8.50 an hour! Surely, a young waitress or beginning school teacher--paying taxes and perhaps raising children at the minimum wage--will want to know why they should be supporting--and honoring--the "service" of such youth.

* National Service, thus, does not, in fact, encourage volunteerism and genuine service, but distorts its meaning. In does not call upon students for significant sacrifice or risk, as does, for example, military service or the Peace

Corps, with which National Service is constantly, and falsely, compared. Rather, it confers upon its participants the same kinds of public honor--and the same or greater benefits--without the sacrifice or risk. National Service is glamorized government employment.

* National Service, under this bill, directly puts the government into competition with the private volunteer sector for private charitable dollars as well as the time of service volunteers. I don't believe this has ever happened before. Allowing National Service programs to solicit private donations means that these programs, backed already by federal monies, will have a clear advantage over those self-starting charitable programs that presently make up the "voluntary" or "independent" sector. Participating organizations and agencies can entice private donations away from other private programs by offering "federal matching money." The voluntary sector thus will be tied more and more to government programs and will be less and less "independent" as a result.

* National Service puts religious organizations--which compose the bulk of the present voluntary sector--at a particularly serious disadvantage *vis a vis* secular charitable groups and programs by prohibiting funds going to programs with religious content. This discrimination may be required under the First Amendment, but the effective result is to undermine and stigmatize the religious content of charity in America.

* National Service will encourages CETA-style favoritism in job use and, ultimately, political corruption. Those of you who remember CETA presumably also recognize the ways in which state and local politicians, despite initially good intentions, turned CETA jobs into political patronage. National Service has tremendous potential for scandal in two to four years, the time it will take to start up and operate the first programs, and for the first cases of abuse to surface. Putting the operational control over programs in the hands of friendly independent private organizations, with oversight by appointees chosen by governors, rather than putting control inside government agencies, actually makes patronage abuse by governors (and their staffs and allies) more likely. When the son of a supporter of the governor wants admission to a National Service program, who will turn him down?

* National Service will increase bureaucracy at the state level and will further bureaucratize charitable work in this country, to the disadvantage of the amateur. The bill shows that the kind of spontaneous and amateur community groups that organize the bulk of America's service programs today will not be sufficiently sophisticated and professionalized to enter the complex competition for federal grants. This is a bill to favor big time service providers with federal patronage; its main beneficiaries, accordingly, will not be the students who pass through it, but service professionals--bureaucrats who are only nominally in the private sector, and many of whom are actually in the state level government. What the federal government has done to kill the amateur political campaign it is now going to do to volunteer service in America, with similar results for the spirit of free institutions.

- National Service thus is a further erosion of representative democracy in favor of some largely unaccountable "participatory" or "strong democracy," and please note that at least some of National Service's major proponents know this and favor it for that reason. What we have here is a collectivist or utopian idea of "service" versus the ideal of freedom that de Tocqueville and others have hailed as the hallmark of American civilization.

The primary purpose of National Service, in the minds of many of its advocates, has always been to engineer the character of young people. The National Service proposal of 1966, for example, saw the idea as a compulsory alternative to the draft. Fortunately, those who supported National Service in the '60's--some of whom are among the notable proponents today--were out-voted in Congress and the volunteer military was adopted instead--with superior practical and moral results that most observers acknowledge today.

In this bill, the rationale for National Service is not the military, but students' educational costs. Just as the military service problem was real in the '60's, students' problems with funding their education is real today. But, again, these reasons are just the vehicles for National Service.

And for the real purpose, there is little enthusiasm among young people. Even when, knowing little of its substance, students admire the stated purpose, they see little relevance in it to their own lives. (See, for example, *The Chronicle of Higher Education*, April 28, 1993.)

National Service, therefore, is an expensive venture with unknown--if any--benefits. It is just the kind of idealistic-sounding program that has put America in deep debt today and left the American people demoralized with government and politics. It sounds like a cure for our civic ailments and it will attract many idealistic souls initially. Soon, however, it will be devouring significant amounts of federal revenue and encroaching on the freedom--and true service--of American society.

Alexis de Tocqueville, writing of the possibility of government attempting to take over the role of the voluntary sector, warned, "Once it leaves the sphere of politics to launch out on this new track, it will, even without intending this, exercise an intolerable tyranny. For a government can only dictate precise rules. It imposes the sentiments and ideas which it favors, and it is never easy to tell the difference between its advice and its commands."

It will be a great shame if the Congress, in the name of adding to "service" in America, undercuts it instead.

THE WASHINGTON POST, MAY 11, 1993

What About Needy Students?

THE CLINTON administration has been doing a lot of talking about college costs, the middle class and loans. It has said notably less about poor students and grants. The advertised reforms—national service, loans made directly by the government and income-contingent loan repayment—have the potential to help certain students, reduce the volume of defaults and save money. But mainly what they do is sweeten the loan programs rather than address the assistance programs intended for the neediest students, from Pell grants to work-study money.

It wasn't so long ago that the Democrats wanted to boost the poor as well as the middle class by making the largest grant program an entitlement. The loan program—that is, the loan guarantees and interest subsidies the government offers to students and banks—already is one. But no one could figure out how to finance a program that really does provide equal opportunity for millions of students. The result: The grants remain subject to the vagaries of the appropriations process, and the Higher Education Act of 1992 expanded opportunity mostly for the middle class—if more on paper than in fact

The Pell grant program, meanwhile, is $2 billion in the red, because more students have gone after the money than anticipated (the recession is the probable reason; this is really a large worker-training program in disguise). Since the dollars are rationed, 4.2 million recipients shared essentially the same pot in 1992 as 2.9 million students shared in 1987. The average grant pays less and less of the cost as tuitions continue to rise.

The colleges, which aren't entirely blameless, are nevertheless worried about the weakened condition of this most basic aid. The Clinton enthusiasm for national service doesn't calm their fears. Given the annual caps on appropriations, funds appropriated for a national service program will likely be at some other program's expense, quite possibly an education program; the Clinton budget for 1994 already assumes cuts in campus-based aid, such as work-study. Even if the grant programs remain unaffected, the benefits accorded to grant recipients would amount to far less than the benefits to national service participants. On the student-aid scale, there's already an imbalance between grants and loans, favoring the latter. How far will it tip? How far should it?

The White House is well aware of the deficiencies in the Pell program, and is said to be considering its options. (The ill-fated stimulus package included $2 billion for the shortfall.) What, for instance, should be done about new eligibility rules that expand the program, opening it up to the lower reaches of the middle class? Congress provided no money for this expansion, but there it is. If the administration had wanted to guard against charges of middle-class favoritism, engendered mostly by the rhetoric surrounding the national service plan, it might have proposed concentrating the grants among the neediest once again. Instead, it, like Congress, can't quite decide what to do with the grants. For better or worse, the tacit drift continues toward an aid program made up more and more of loans.

The T4Chairman. Senator Pell is chairing the Foreign Relations Committee, so I will place his statement in the record. He regrets he is not able to be here.

[The prepared statement of Senator Pell follows:]

PREPARED STATEMENT OF SENATOR PELL

Mr. Chairman, as you know, Secretary of State Warren Christopher testifies before the Foreign Relations Committee this morning, and I am afraid that will preclude my participation in the very important hearing on National Service. Despite this situation, I join you in expressing my great hope and enthusiasm for this new proposal on National Service. As you know, I have long been an advocate of community service and volunteerism, especially when successful completion of that service is rewarded with an educational benefit. As the President has said, this program will foster individual responsibility and help to rebuild the American community by bringing citizens together to address common problems and unmet needs. In addition, and of equal importance, National Service stands to increase educational opportunity.

As the importance of a higher education continues to grow, so does the cost. More than ever before, students are forced to make their decisions on postsecondary education based simply on affordability. We in Congress and on this committee are in a constant struggle to ensure that access to a college education does not decrease as a result of these escalating costs. Therefore, I welcome this plan as another avenue of aid for America's students.

I am also encouraged that the President envisions the educational benefit of National Service as a supplement to the Pell Grant program. It would be unwise to attempt to replace the grant program with a service-oriented approach. National Service is voluntary. It should remain an option for needy students, and not a prerequisite for financial aid. The combination of the Pell Grant and a National Service educational benefit will mean increased access for thousands of students who otherwise may have felt a college education was out of reach.

I would also like to emphasize the tremendous potential for learning that a program of national service holds. For many young participants the experience of voluntary service is as beneficial for them as it is for the community they serve. Service programs often provide students with a better understanding of their connection to the community at large and foster a sense of citizenship, the benefits of which can be reaped for years to come. Many also learn valuable lessons about relationships with people diverse in age and background.

I strongly support President Clinton's national service agenda, and am hopeful we will be able to act on it favorably and with dispatch.

The CHAIRMAN. Senator Metzenbaum.

OPENING STATEMENT OF SENATOR METZENBAUM

Senator METZENBAUM. I just want to say I am pleased to see Secretary Babbitt here, speaking for this program. I know he has considerable personal interest in the subject. I support the thrust of the legislation that is being proposed and look forward to working with him and other members of the administration. I think if we can move this program rapidly, it will serve the Nation well.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much.

Senator Durenberger.

OPENING STATEMENT OF SENATOR DURENBERGER

Senator DURENBERGER. Mr. Chairman, I'm going to take just a little bit of time, and I am going to ask that my statement be put in the record.

I want to recognize Eli Segal, as well as the Secretary, because as Mary McGrory pointed out this morning, we probably wouldn't be here if it weren't for him—he is now called the "toy tycoon"—but he has committed a large part of his life to what comes after this day, and so I certainly want to recognize that President's are great and they have high recognition, but somebody is there to be the spirit, so I want to add that recognition.

But second, I want to add another view. We are going to hear from a couple of Minnesotans today, Mary Noble and Rob Hurt, and I thank you for inviting them, because my cosponsorship of this—my friend Nancy Kassebaum has already pointed out a little bit of the problem that some of us have with this, but it has nothing to do with the spirit. My cosponsorship of this came with no reluctance for the spirit of this, because I have been involved in this all of my life, but it came—and during the course of this, Mr. Chairman, you are going to hear me accent the tug between national service and community service, and someday when you and I are alone together, I'd like to talk to you about your brother, and I'd like to talk to you about the 1960's, and the 1960's compared to the 1990's. I think the Nation is different today. I think the people of this Nation are different today, and I think what the President is doing here, hopefully, is capturing some of that difference. And I guess the bottom line is that the notion of national service in 1960 was one thing, and it was critically important, and God bless your brother and your whole family for your commitment to it in your life outside of government as well.

But today, the thing that is slipping away from so many of us is the sense of community. And I am particularly pleased to know that many of the witnesses today will accent that; just by their presence today, these young people will accent the need that whatever we may end up calling it—national or public or service of others—what we really are searching for here is empowering each other to server community, however that is defined; it might be family, it might be workplace, it might be neighborhood, it might be the city, it might be the Nation—but it is community, and the sense of service needs to be redefined, I believe, in terms other than serving the Nation.

So as we go through this process, I am, number one, excited about it; I am proud as a Republican to be associated with it. I hope many more Republicans get involved with this issue despite reservations about the tie to higher education funding. But I think the price, if you will, of our participation is going to be to have the President make it even clearer than he has so far that this is the beginning of restoring at the individual level and the individual community that important sense of community that we are losing in this country. And service learning and a lot of those things that we are going to accent from Webster Magnet School and what we do in Minneapolis and DC. and other places is an important part of it. But I hope that that, rather than a debate over higher education funding, is what comes out of this proposal.

[The prepared statement of Senator Durenberger follows:]

PREPARED STATEMENT OF SENATOR DURENBERGER

Mr. Chairman, I want to thank you for your leadership on this issue and, especially, for accepting my recommendations for two of today's witnesses, Mary Noble and Robert Hurt.

These two witnesses are living, breathing evidence of the kind of leadership that Minnesota is giving to the links between community service and education.

And, they also help demonstrate the importance and value of beginning service learning opportunities at a young age—and then continuing those opportunities in elementary and secondary school, during college, and throughout life.

My views on these and other aspects of youth and community service have been largely shaped by national leaders in this movement from Minnesota, many of whom are involved in the National Youth Leadership Council. I have a brief statement from the Council, Mr. Chairmen, that I ask be made a part of the record of today's hearing.

Mr. Chairman, my own cosponsorship of this proposal reflects a commitment adding even more emphasis to links between youth service and education in the legislation that eventually reaches the President's desk.

I'd like to see that link strengthened, not just in this proposal, but through some of the changes Senator Wofford and I and others have suggested in the Elementary and Secondary Education Act, as well.

Mr. Chairman, we have a full agenda this morning and I regret the fact that I'm having to divide my time between this hearing and one also now going on the Environment and Public Works Committee.

But, in addition to hearing from our witnesses, I did want to place on the record several of the important premises that stand behind my own cosponsorship of this important proposal.

The first of those premises is that the President wants and needs bipartisan input and bipartisan support for this proposal, as well as the legislation that you, Senator Simon and I and others have introduced to fundamentally reform Federal student loan programs.

Any proposals of this importance must enjoy bipartisan support. And, any proposal of this importance must be open to positive and constructive suggestions for change along the way.

A second premise behind my cosponsorship is that President Clinton can avoid pitfalls and gain additional support for this bill by making even stronger links between youth service and local communities, and between youth service and education reform.

If the President continues to sell national service as a way of paying for college, he will inevitably get trapped in expectations he can never deliver on.

On the other hand, if properly framed and targeted, stipended service can be of huge value to both its participants and the communities it serves.

I also believe it's important to recognize the significant impact that nonstipended service learning programs can have in achieving one of the main goals of stipended service—unleashing the creative energies and talents of young people in addressing community needs. And, nonstipended service learning programs—like we're hearing about this morning—can accomplish that goal at a very low cost.

Finally, Mr. Chairman, my cosponsorship of this legislation reflects assurances that any increase in the number of stipended service participants in future years will not come at the expense of the administration's commitment to the Pell Grant Program.

The Pell program is already suffering from accumulated past deficits of $2 billion—a reality that now stands in the way of meeting commitments we made to increase maximum Pell Grants in last year's Higher Education Amendments.

I know I won't be the only member of this committee insisting that our commitment to low income college students be maintained through the Pell program. I want to be continually reassured that—regardless of what we do with national service or direct loans—the Clinton administration shares that commitment, as well.

Each of these premises deserves to be challenged and tested during the legislative process that lies ahead. I personally believe this proposal can withstand that process and then emerge as an even better statement of what tapping the creative spirit and energies of America's young people can mean—to this country and its future.

Thank you again, Mr. Chairman, for your leadership on this issue.

[The statement referred to may be found in the files of the committee.]

Senator METZENBAUM. Mr. Chairman, I would just like to say to Secretary Babbitt and the other witnesses that I am going to be leaving early, but it is not for a lack of interest; it is a lack of time. So please don't think that I am being rude to you in walking out.

Thank you, Mr. Chairman.

The CHAIRMAN. Mr. Secretary, stimulated by Senator Durenberger's comment, I remember being at a luncheon table at the 25th anniversary of the Peace Corps, and I asked each of the original Peace Corps volunteers how they got involved. And virtually each one of them, almost using the same words, indicated that it was the first time that anybody had asked them to do anything for anyone else.

So I think if we can capture that kind of spirit and find diverse opportunities to serve, it will be one of the most important achievements for the President.

We are fortunate in having the Secretary, a former VISTA volunteer, who through his VISTA experience gave something back to the country for all it had given to him. So he comes to this issue not only with personal participation in a national service program, but also as someone who has been developing a service program even in the short time that he has been with the Department of the Interior.

We welcome you.

STATEMENT OF THE HONORABLE BRUCE BABBITT, SECRETARY, U.S. DEPARTMENT OF THE INTERIOR

Secretary BABBITT. Mr. Chairman, committee members, it is a pleasure to be here to discuss this most timely and inspirational topic.

Before I begin, I would like to introduce five students who have participated in the Student Conservation Association's program called Conservation Career Development. It is of special significance to me because these young people have been through the SCA, working on Federal public lands, most of them under my jurisdiction, and I'd just like to give you a capsule description of who they are and what they have done and where they have done it. I think it evokes some of the possibilities and importance of this kind of service.

I'd like each of you, as I mention you name, to just raise your hand so the Senators can see that you are really here.

Lavonda Lewis is a senior at Ballou High School in Washington, DC. She worked at Chincoteague National Wildlife Refuge in the summer of 1992.

Theresa Drakeford is a senior at Dunbar High School here in Washington. She also worked at Chincoteague. Their work at that refuge consisted of dune stabilization, building waterfowl nest boxes, beach cleanup, and tagging geese during a 6-week summer program.

The next one I really like. Kathleen Jost is a senior at Sidwell. What I like is this assignment—she worked at Kenai Fjords National Park in Alaska, building a trail from the exit glacier to the Harding ice field.

Monica Washington is a college sophomore at the University of Maryland Eastern Shore, a historically black college. Monica drew a pretty good assignment, too. She worked for 10 weeks last summer at the Black Canyon of the Gunnison National Monument out in western Colorado.

Toran Wallace is a freshman at Prince George's Community College and has been active in the school year community service and training program in the conservation career program at the SCA.

Mr. Chairman, committee members, I have a statement which I want to go through with some of the details of the program, but I would like to begin by sharing briefly with you some of my own experience and thoughts concerning this concept. It has been a part of my life again and again and again for some 30 years now.

My own experience as a volunteer began in 1962 when I went to the hillside barrios of Caracas, Venezuela, as a member of a group called "ACION," which was a predecessor of the Peace Corps. I subsequently wound up in the VISTA program, in the Johnson administration, where I spent several years in a variety of different assignments including some work attempting to design some of these broader community-based volunteer programs.

I found my way back into it as Governor when we put together a variety of work programs which were aimed at youth in trouble, and more recently, as Secretary, I have been back out in the field in the Skakomish River Valley in Washington, working with the Washington Youth Conservation Corps, doing stream restoration. I spent some time down in Durham, NC with the Durham Youth Corps, a very impressive and vital local program, and here in the District, working with the DC. Service Corps.

My interest and involvement in this stems from what you all know, and that is that the power of this service concept has a transforming effect on the lives of the volunteers. You can't meet a returned Peace Corps volunteer, VISTA volunteer, or any of them, without being deeply impressed at the way individual lives have been transformed.

It is also true in terms of their impact in direct service in the communities, and I would suggest even beyond that. The presence of volunteers in a community has a ripple effect that somehow tends to awaken communities toward the possibilities of mutuality and reciprocal obligations. It is just as if somehow, the presence of the volunteer and the statement they make far transcends what it is that is actually being done. It infuses a remarkable spirit into the community.

As I have worked with Eli Segal on this particular program, I have had a lot of occasion to reflect on the importance of this specific effort. I think what it does is that it begins to bring together and integrate and then move back down into community the experiences that we have accumulated across the last 30 years, with President Kennedy's Peace Corps, with President Johnson's programs, with President Bush's Points of Light Foundation, and with a variety of other programs which have in their own way made enormous contributions in many different areas.

What I see in the President's proposal today is an opportunity to broaden and integrate the national service concept and, as Senator Durenberger pointed out, to begin the process of returning it to communities. This isn't a national service program. What it is is a process of empowering all of the diverse communities and elements and groups in our society to step forward and, in an interactive, communicative process, to bring out the best, to empower and to expand the kinds of efforts that have so impressively begun to spring up from the grassroots all over this country.

Let me, if I may, just go through some of the specifics embodied in the legislation. The President has requested $394 million for the new initiative in 1994. That is enough for about 25,000 participants. We expect to see 150,000 participants 4 years from now. But that lies in the future. Most of all, we want to see a program put together at the right level, growing at the right pace, even if that is not the fastest, because the goal is to make national service an American institution.

Now, to do that, the Act puts the idea of reinventing government into action. We have required clarity about the ends of national service, but offered flexibility about the means to achieve them. We have created incentives for excellence through market-like competition. We have not built a large central bureaucracy. Instead, this program spins outward to build on existing efforts and new local initiatives.

In defining national service, the Act states that national service must address unmet educational, environment, human, or public safety needs; that it must improve the life of the participant by improving his or her skills, offering meaningful service experience, and building a sense of citizenship, and that it must not displace existing workers.

Now, beyond these defining factors, the Act deals with three basic issues: who may participate, what programs will be supported, and what organizations will govern the process. I'd like to take up each of these areas briefly.

First of all, participants. Because the program embodies a renewed spirit of citizenship, it is designed to involve citizens regardless of race, age or income. Eligibility is intentionally broad, and stipends and awards are flexible. There is a lower age limit of 17, although in the case of Youth Corps programs, the age is dropped to 16 for out-of-school youth, and of course, no upper age limit. Both full-time and part-time service will be possible, before or after postsecondary schooling. That is so that nontraditional students and parents can take part.

Service will be possible for one or two terms. Everyone who completes a term of service will receive a nontaxable $5,000 educational award, usable for up to 5 years after receipt. The award will be payable for past, present or future educational expenses at virtually the entire range of postsecondary institutions, from vocational schools to 2-and 4-year colleges to professional and graduate school.

Awards at the time they accrue will be deposited in the National Service Trust for all participants and will not be available for reappropriation.

While in the program, participants will receive a stipend. Stipends will vary across programs, depending on the needs of the participants and the recruiting interests of the sponsoring programs. The Federal Government under this legislation would support up to 85 percent of the VISTA benefit, which currently averages $618 per month, but in general, programs would retain the flexibility to pay less than that or from their own resources up to twice that benefit.

Participants who need them will also receive health care and child care benefits.

Next, a word about the programs. The wide eligibility for participating in national service carries over to programming. Very different programs with very different goals will be possible. The chief requirement across all programs will be, simply, demonstrably high performance. A variety of entities will be eligible to develop and run programs—nonprofit organizations, institutions of higher education, local government, school districts, States, or Federal agencies.

Many kinds of programs will also be possible. There will inevitably be youth corps that involve at-risk kids in cleaning up parks and building housing for the homeless. There will certainly be specialized service corps for college graduates to do work with preschoolers, or to do, for example, nonsworn police work. There will be community corps, with Americans of diverse backgrounds doing many different kinds of important work.

And there will be many other kinds of work—service learning coordinators, through our OTC-style, in-college training, public service entrepreneurs, and so on.

In general, programs will be able to recruit and select their own participants. To make things simple for people who want to join and may not know where to proceed, there will be national and State information systems, and people will be able to learn about service programs that they can be referred back to at their high school, college, or job placement offices.

The Corporation for National Service will have the ability to service the national service programs on meeting particular needs. In every instance, it will work for high performance by designing criteria for the selection of programs. General categories include quality innovation, replicability, and sustainability. The Corporation will also consider a program's management quality and whether it targets areas of special need, like enterprise zones or environmentally distressed areas.

Programs will be required to develop measurable performance goals and to undergo independent evaluations to test their success. Programs will have to provide at least a 15 percent match on stipends and 25 percent match for other program support.

Along with evaluators, the Corporation will have an inspector general to guard against fraud and abuse.

To hold these programs to high standards of excellence, the prerequisite will be excellence in the institution that supports service. The national Corporation combines two existing agencies—the Commission on National and Community Service and ACTION. For the new initiative, the Corporation will invest in programs that work, without operating them. Its chairperson will share power with a bipartisan board of 11 members, including persons with experience in national service and State government, and persons with expertise in meeting particular needs. Seven Cabinet members will serve ex officio.

As a corporation, the entity will be able to solicit private contributions, accept the voluntary services of retired executives with expertise, and develop flexible personnel policies, including pay-for-performance, and a 7-year limit on most tenures.

The national Corporation will allocate one-third of its funds directly to programs on a competitive basis, with priorities including national models and Federal agencies. The other two-thirds of the funds will be allocated through the States, one-third by population-based formula, and one-third on a competitive basis.

In order to receive funding, in general, States will be asked to establish commissions on national service that mirror the Federal Corporation. Commissions will have 7 to 13 members from a variety of fields, including labor and local government, and will be appointed on a bipartisan basis by Governors. Like the Corporation, the commissions will be in the business of steering, not rowing, and will competitively select programs to be funded by the State.

Finally, this Act is not just about a program. It reflects the President's support for service by all Americans, at all ages, and in all forms. The Act will build on and strengthen K through 12 service learning programs; it will support the Older American volunteer programs and the VISTA program, and it will reauthorize the Civilian Community Corps and the Points of Light Foundation. As the President sees it, service is and should be an opportunity for everyone.

Mr. Chairman, this concludes my prepared statement. I would be happy to answer any questions.

[The prepared statement of Secretary Babbitt follows:]

PREPARED STATEMENT OF BRUCE BABBITT

Mr. Chairman and Members of the Committee: Thank you for the opportunity to testify today. As you know, on Wednesday the President sent to Congress the National Service Trust Act of 1993. It was a momentous day in an exciting time—not only for those of us who have worked for a national service bill for many years, but for the many Americans inspired by the President's call to service last year.

National service moves the American people, I believe, because it reflects our most basic ideals. As Americans, we are brought together not by where we are from or what color we are, but by what we believe. And since the days of the frontier towns in a young Republic, Americans have believed in an old-fashioned idea of citizenship—of working together, of taking responsibility, and of building community. Citizenship isn't sacrifice; for what we give, each of us expects and deserves something in return. But a willingness to give before we get is the glue that holds our people together.

National service will strengthen the bonds of community and the spirit of citizenship. And it will also do more. The National Service Trust Act will help meet America's pressing needs—educating our children, preserving our parks, providing health care to the elderly, making our streets safe. At a time when skyrocketing costs are putting higher education out of reach for more and more Americans, the Act will offer a new way for young people to pay for school, and help build the high-skill work force our country needs. And the Act will provide valuable skills to young people who need them. Then-Governor Clinton was quite serious when he said during the campaign that this would be the best money we ever spent.

The President has requested $394 million for the new initiative in 1994, enough for about 25,000 participants. We expect to see 150,000 participants four years from now. Most of all, we want to see the program growing at the right pace, even if that's not the fastest. The goal is to make national service an American institution.

To do that, the Act puts the idea of reinventing government into action. We have required clarity about the ends of national service, but offered flexibility about the means to achieve them. We have created incentives for excellence through market-like competition. And we have not built a bureaucracy, and instead built on local initiatives and existing efforts.

In defining national service, the Act states that national service work must address unmet educational, environmental, human or public safety needs; that it must improve the life of the participant, by improving his or her skills, offering meaningful service experiences, and building a sense of citizenship; and that it must not displace existing workers.

Beyond these factors', the Act deals with three basic issues: who may participate, what programs will be supported, and what organizations will govern the process. I'd like to take up each of these areas in turn.

Participants

Because the program embodies a renewed spirit of citizenship, it is designed to involve citizens regardless of race, age or income. Eligibility is broad, and stipends and awards are flexible.

There is a lower age limit of 17—though youth corps can take out-of-school 16-year-olds—and no upper age limit. Both full-time and part-time service will be possible, before or after post-secondary schooling, so that non-traditional students and parents can take part. And service will be possible for one or two terms.

Everyone who completes a term of service will receive a nontaxable $5,000 educational award, usable for up to five years after receipt. The award will be payable toward past, present or future educational expenses at a range of post-secondary institutions, from vocational school through two- and four-year colleges to professional and graduate school. Awards will be deposited in the National Service Trust for all participants, and will not be available for reappropriation.

While in the program, participants will receive a stipend. Stipends will vary across programs, depending on the needs of participants and the recruiting interests of programs. The federal government will support up to 85 percent of the VISTA benefit, which currently averages $618 per month, but in general programs can pay less than that or up to twice that benefit. Participants who need them will also receive health care and child care.

Programs

The wide eligibility for participation in national service carries over to programming. Very different programs with very different goals will be possible. The chief requirement across all programs will be demonstrably high performance.

A variety of entities will be eligible to develop and run programs: non-profit organizations, institutions of higher education, local governments, school districts, states or federal agencies. Many kinds of programs will also be possible. There will be youth corps that involve at-risk kids in cleaning up parks or building housing for the homeless. There will be specialized service corps for college graduates, to do work with pre-schoolers or do nonsworn police work. There will be community corps with Americans of diverse backgrounds doing different kinds of important work. And there will be many other kinds of work: as service-learning coordinators, through ROTC- style, in-college training, for public service entrepreneurs, and so on.

In general, programs will be able to recruit and select their own participants. To make things simple for people who want to join up, there will be national and state information systems, and people will be able to learn about service programs at their high school, college1 or job placement offices.

The Corporation for National Service will have the ability to focus the national service program on meeting particular needs. In every instance, it will work for high performance by designing criteria for the selection of programs. General categories include quality, innovation, replicability and sustainability. The Corporation will also consider a program's management quality and whether it targets areas of special need, like enterprise zones and environmentally distressed areas.

Programs will be required to develop measurable performance goals and undergo independent evaluations to test their success. They will have to provide at least a 15 percent match on stipends and 25 percent match on other program support. Along with evaluators, the Corporation's Inspector General will guard against fraud and abuse.

Reinventing Government

To hold programs to high standards of excellence, the prerequisite will be excellence in the institution that supports national service. That is why the Corporation for National Service represents a case-study in reinventing government.

The Corporation combines two existing agencies, the Commission on National and Community Service and ACTION. For the new initiative, the Corporation will invest in programs that work, without operating them. Its Chairperson will share power with a bipartisan Board of 11 members, including persons with experience in national service and state government, and people with expertise in meeting particular needs. Seven Cabinet members will serve ex officio. As a Corporation, the entity will be able to solicit private contributional accept the voluntary services of retired executives with great expertise, and develop flexible personnel policies, including pay-for-performance and a 7-year-limit on most tenures.

The Corporation will allocate one-third of funds directly to programs on a competitive basis, with priorities including national models and federal agencies. The other two-thirds of funds will be allocated through states, one-third by population- based formula and one-third on a competitive basis.

In order to receive funding, in general states will be asked to establish Commissions on National Service that mirror the Federal Corporation. Commissions will have 7 to 13 members from a variety of fields, including labor and local government, and will be appointed on a bipartisan basis by the Governors. Like the Corporation, the Commissions will be in the business of steering, not rowing, and will competitively select programs to be funded by the state.

Conclusion

This act is not just about a program. It reflects the President's support for service by all Americans, at all ages, and in all forms. The Act will build on and strengthen K–12 service-learning programs; support the Older American Volunteer Programs and VISTA Program; and reauthorize the Civilian Community Corps and Points of Light Foundation. As the President sees it, service is an opportunity for everyone.

And truly it is. I close by sharing a personal vision of our citizenship and our nation renewed through national service. as someone who once worked with the VISTA program, I know the value of service both to the volunteer and to the communities where they work. Looking only at the world I know best, environmental protection, look at all that national service can do: with thousands of young people working in our parks to restore areas worn down by tourism and industry; with thousands more in our cities, testing for lead paint and getting it removed; and with thousands more still, running recycling programs. Just imagine all the good they can do, for themselves and the country.

With national service, we can take what we imagine and begin to make it real—not just with the environment, but with so much that must be done. It's time to get to work.

This concludes my prepared statement. I would be happy to answer questions at this time.

The CHAIRMAN. Thank you very much. I think you have given an excellent summary.

Could you just review the matching provisions of the new legislation? As I understand it, there is a very modest match that programs must meet; the match can come either from the States or localities, or from the private sector. Among existing national service programs, private sector participation is often found in many of those which are most successful. I thus assume you want to encourage the private sector to participate.

Maybe you could outline the match concept and the policy underlying it.

Secretary BABBITT. Yes. I think there are two ways that the local and private participation comes in. One is at the literal level, with a requirement of a 15 percent match on stipends and a 25 percent match for overhead. Beyond that, what I visualize is private and community partnerships which are engaging volunteers in this program in the matrix of local and private initiatives. That is an important way to visualize this. In this sense, it is really somewhat different from many of the volunteer programs that have grown up such as VISTA and the Peace Corps, which have been national in the way they do intake, train, deploy and supervise volunteers. I think this is really quite different.

The CHAIRMAN. Let me raise another issue which we deliberated on for the National and Community Service Act of 1990. At that time we debated whether volunteerism should include stipends and living wages. Some said that if funding went beyond funding for administering the program itself, it would undermine true volunteerism. Do you have any comments on this issue?

Secretary BABBITT. Senator, the fact is that all of these programs that we have designed across the years have had an important stimulus effect in terms of encouraging volunteer work on behalf of citizens.

I have an example in my own family. My son, who is a junior in high school, does community service in a very impressive program that has had extraordinary effects. It has put my suburban son into the inner city in direct contact with some programs that provide peer group tutoring and academic service.

Now, what these programs do is provide a base of full-time volunteer work which provides the structure for involving people. It is the concept behind the Serve America Program, which is a product of this committee and this Congress. It is a concept behind the settlement house tradition, and many private sector initiatives.

This program says to all of those groups that we can, with Federal assistance, provide full-time volunteers who create the infrastructure from which we ought to be able to engage, ultimately, the entire community.

The CHAIRMAN. In addition, the point is that not only those with financial resources want to serve their communities. Low-income individuals should be able to receive a stipend which barely covers their living expenses so they can give something back to their communities and participate in this constructive program.

It is fundamental that the national service program ought to be widely available to the population generally. The program is well designed to promote volunteerism among Americans young and old alike to tap the skills and resources of the private sector. Of course, as we go through the legislative process, we will listen to recommendations as to how we can improve the program.

Thank you.

Senator Kassebaum.

Senator KASSEBAUM. Mr. Secretary, I was impressed with your speaking about the Conservation Corps, and I think that is a good example of an initiative that has worked very well; perhaps because it has been rather small in number. A lot of attention has been given to it, and has resulted in some very positive work, not only for the betterment of the programs involved; I think the Conservation Corp has been a tremendous experience for those who are participants.

The Park Service has in the past had a tradition of voluntary but paid participation for those who are helping in one way or another with conservation efforts in the parks.

I believe the concept of a community corps is one that is worthy. Nearly everybody likes to feel they have a stake in the community. I have long believed that participation community service programs should be required for graduation from high school, whether one participates as a junior or a senior. However it needs to be shaped in a way that is more manageable and better directed to the various needs of a particular community.

As I said earlier, I am troubled, really, by the educational benefit for participation in the national service program. The 1994 request is for $394 million. In contrast, the annual budget for Peace Corps is $220 million. It is a significant initiative just for 1994, let alone within 4 years, going to over $3 billion.

Mr. Secretary, my concern is particularly how this is going to be implemented. There are various parts of this, and it is all getting intertwined and hard to separate out for instance. Where does Serve America and the dramatic increase for Serve America fit. This is a program which has worked very well. But I am concerned about the broader national service initiative and its use as a benefit for education. I would like to ask you what the focus is going to be and share the concern for some of us about creating this new program, at a time we are reducing Pell grant money, which is underfunded now. Will this program cause Pell grants to suffer even further, or are the work-study programs which have long been used to finance higher education going to be hurt further by moving into this new initiative?

That is my concern about the National Service Trust Act.

Secretary BABBITT. Senator, just a couple of thoughts. Obviously, funding Pell grants is an extraordinarily important priority. Now, the administration did have that request in the stimulus package. Obviously, we must now work with this Congress to look elsewhere to meet the implicit obligations that the legislation imposes upon all of us to deal with funding of the Pell grants.

Obviously, I agree with your remarks about parks and schools. I can tell you that when this legislation passes, I will have a proposal in to that National Service Commission based on the National Park System the next day. And the Serve America school success speaks for itself; I recognize that from my own family.

I guess the question that is the most significant that you ask is what about the educational stipends—could you have a program without them? Yes, you could. I think it is an extraordinarily powerful incentive. I spent a day down in a State forest outside Durham, NC a couple of months ago, with the Durham Service Corps, talking with these kids as we chopped trees and built trails for a full day. In that program, the basic municipal commitment had been linked up to scholarship commitments that had been obtained—one was from the Lyla Acheson Reader's Digest Fund, and they had patched some others together. And I was, I must tell you, deeply impressed by the way these young kids were not only engaged in work, but saying, "I have a stake in getting back into the educational process." And I'm sure that in a very large part of this program, particularly where you are dealing with kids who may not have been deeply focused on the need for further education, that it is an extraordinarily good investment.

Senator **Kassebaum**. I thank you. My time is up.

The **Chairman**. Senator Mikulski.

Senator **Mikulski**. Thank you very much, and Secretary Babbitt, a very cordial welcome to you. We are pretty much in the same age group, and I think have had a lot of parallel experiences.

I have been a volunteer. I have helped to organize volunteers both as a social worker and a citizen volunteer, and I am proud to be a "founding mother" of the Clinton national service program, to take volunteerism and expand it and extend it to a new social invention for our society.

I was so pleased to hear your testimony, because I think you begin to answer some of the questions we face. How will young people pay for education? How are we going to instill the habits of the heart that made our country great? And how are we going to enable young people to make an investment, through their own sweat equity, in themselves and in their communities?

I have examined how this program will work and advocated some suggestions of my own. What so struck me about the Clinton proposal is that young people will be organized in a basic unit of service, like a platoon—small groups of men and women working together, multiethnic, with diverse backgrounds, working toward a common goal.

And in our national service program that we started with a demonstration project, there are already people doing that. Right here in this room are young Marylanders who come from Volunteer Maryland, the Montgomery County Community Conservation Corps, as you spoke about, and school kids with the Maryland Student Service Alliance, who are participating in service learning. And up here, behind me, are young people in red shirts from Civic

Works. They are a new Maryland corps that provides education and job training to young people doing real community service, who work in a supervised atmosphere. They are working now with the Board of Public Works to do things in our community that would have been left undone; but, they now have a way of supporting themselves, learning new skills, and at the same time helping our community. To me, that's the national service that you and I envision.

There are going to be the naysayers. I'd like to ask some questions about the naysayers who say, no, it would cost too much money; no, it is going to be another big bureaucracy; no, what do we need this for? I mean, they may as well ask why should we have had night school, because if you were really motivated, you would have gone to school during the day.

What would you suggest Secretary Babbitt? You have heard the naysayers. How would you, as someone who is a high official in the Clinton administration, but who has a reputation in our party for being pretty fiscally conservative—"tight-fisted," as I think your opponents have called you on other occasions—how would you address some of the questions the naysayers are putting out there?

Secretary BABBITT. Senator, the question that I hear most often is what about all of those out-year projections about the size of this effort. And I guess my response—sort of hair shirt conservative that I am—is let's take it a year at a time. This is a modest beginning. It is the job of this administration and this Congress to watch these programs as they go along. So I would urge everyone in this debate to focus on this year. It is, I think, a reasonable request. It is a modest number. I believe, based on my experience with these concepts over the last 30 years, that the structure of this is correct; that it reflects a fundamentally different way of now moving these programs back to the grassroots. It is conceptually correct.

We may find that there are ways to improve it as we go along, but I think it is an extraordinary investment.

Senator MIKULSKI. In addition to the money, one of the concerns that has come up while talking to my colleagues who are most sincere about national service is whether it's just going to be another version of the CETA program—remember the old program to put people to work in government, and that at the end of it, all we did was poke up the bureaucracy. People didn't learn a lot, and we didn't get a whole lot for our money. I happen to think we did get something from CETA. Do you see this as a new form of taking people who are deeply in debt, or who are blocked from other opportunities, and that this is a CETA program, or is it your sense that national service is more than that? What is your sense?

Secretary BABBITT. Senator, I administered some CETA programs during my time as Governor, and I must say I really wasn't much of a fan of CETA. I think much of the criticism about how that program took shape is quite justified. But there is a big difference, whatever you think of CETA. CETA was a work program, and I think a lot of its deficiencies were precisely from the fact that it said let's just put people to work in government bureaucracies.

This is vastly different. This is meant to be a service program, and the legislation defines, I think quite clearly, what it is these people are meant to be doing—whether it is out in the parks, or whether it is working on service programs in schools, or working doing outreach at community centers. If it is true that a lot of CETA employees wound up at city hall, running Xerox machines, it is manifestly not going to happen in this program.

Senator MIKULSKI. Thank you. Mr. Chairman, I think my time has expired. I got a little note that said I had a minute remaining.

The CHAIRMAN. Why don't you take that time, then, if you like.

Senator MIKULSKI. Mr. Chairman, I'd like to just acknowledge the people of Maryland, if I might, in this room. The Maryland people came because they wanted to see government in action. And if I could just take one second and ask the Maryland people to stand up so we get a look the faces of the people that we are talking about and that we are hoping to inspire—Civic Works, Volunteer Maryland, the Montgomery County Conservation Corps—this is exactly what we are talking about.

So they wanted to see me do my job because I have been out there visiting them while they are doing theirs. So thank you very much, and thank you for coming. [Applause.]

Thank you, Mr. Chairman.

The CHAIRMAN. Senator Jeffords.

Senator JEFFORDS. Thank you, Mr. Chairman. This is an exciting moment for me and all of us, I think, who have worked for years to try to bring this concept forward.

I remember back with Paul Simon when we were in the House, we couldn't even get votes for a study of a national service program, to say nothing of being able to implement one. So I want to commend you and the administration for bringing it forward.

I think we have to start small, but I believe we have to think big when we consider a national service program. I started getting very interested in it when I examined the German national service program, the alternative service, for their young men and saw the potential that it gave their young people to be able to participate in a meaningful way in society. And I think now we are going through a period of reordering our priorities to utilize the tremendous wealth of resources and opportunity in our young people.

So I look at this as a transition period where, yes, we are going to have budget constraints to start with, and yes, we have to ease into it. But when I think of the incredible national needs that are not being met yet, that can be met by not only young people but others through such a program, I think we are just beginning to open the door. I want to let you know that even though I am certainly fiscally conservative in many regards, I look at this as the opportunity to reorder our national priorities. This is one program that should take a high priority. We should not limit it to just work in things we think of now. There are a number of areas where we are going to need young people with respect to our world leadership demands, such as health care and expanding Peace Corps-type operations into more technical skills, educational assistance, mentoring—all these things are just made for national service.

So I just want to commend you for bringing the national service concept forward, as well as for having the bill conform with the Americans With Disabilities Act and the medical leave program. So I think you are off to a great start, and I hope you feel as I do that we are just beginning to think of the options and the opportunities we have.

Secretary **BABBITT**. I can't resist a very short answer. First of all, good ideas, when they take root, inevitably blossom rather impressively, and I think this one will.

The other thing that strikes me is that if you look back across the 30 years that we have been working in these enterprises, we have done national service in a typically American way—rather than starting with a grand design, we have been building block by block by block. I think your sense is correct, that we now, on the basis of this experience and on the basis of these programs, are ready to start the process of building a universal-type program. I sense that. Only time will tell, but that is certainly my sense.

Senator **JEFFORDS**. Thank you.

Mr. Chairman, I'd ask that my statement be included in the record.

The **CHAIRMAN**. It will be so included.

[The prepared statement of Senator Jeffords follows:]

PREPARED STATEMENT OF SENATOR JEFFORDS

Mr. Chairman, thank you for calling together this hearing. I especially want to welcome Secretary Babbitt and the rest of the witnesses here today.

National service has been a concern of mine for a long time. Senator Simon and I tried, unsuccessfully, to pass legislation when we were both in the House together. Over the proceeding decade not much was done until passage in 1990 of the National Community Service Act. It is encouraging that we are now debating a larger more comprehensive proposal.

The bill before us represents an effort to place community service as a national priority. This indeed is its appropriate status. Community service has been ignored as a viable means of addressing our Nation's ailments for far too long. Individual programs throughout the country have been toiling away for years serving the needs of countless communities and have a far reaching impact. Unfortunately, their efforts have often gone unnoticed. This bill will take a step toward reversing that trend and I am delighted to be a cosponsor of it.

Many criticisms have been levelled against the cost of this new program. I cannot argue that the authorization level of $400 million in the first year is small change. However, I strongly believe that the costs are not only necessary for a successful program, they are also well spent.

The bulk of the costs for this bill go to providing participants with a living stipend and education award benefits in return for service. Many argue that these are unwarranted and unnecessary. But, it is naive of us to think that we can attract energetic and bright individuals into community and social service when they have living expenses and education costs to think about. This cannot be a program limited solely to those who can afford to participate. These benefits are not a financial inducement into service, rather they acknowledge that community service is a sacrifice a—sacrifice which has numerous benefits not to the individual alone but to our society as a whole.

But, one important word of caution that I do believe is critical. Many continue to sell community service as a way to pay for college. This link is precarious in that it raises expectations that cannot be fulfilled. National Service is not primarily purposed to provide college affordability. We have other programs in place which promise to do that. The Pell Grant program, named for my colleague from Rhode Island, and the Stafford loan program, named for my predecessor, Bob Stafford are the cornerstone of Federal financial assistance for needy students. While appropriations levels have not kept pace with need we should not abandon our efforts to fund the program but should be all the more committed to funding it at levels adequate to meet student's needs.

However, that does not mean that we should scrap national service in place of student financial assistance either. National service is more than just giving participants an option for education benefits. National service is a way of both providing services in areas of need as well as create an incentive for those to move forward with their education.

We are at an exceptional time in history. The cold war has ended. Our military buildup must be halted and our national priorities altered. Now we can focus our attention inward—on the needs of this country—instead of outwardly on defense against other countries.

Certainly, the needs of this country are well apparent. Health care reform has been a topic of national debate. Ways to streamline health care costs, simplify the programs and provide access for all individuals are among the goals of health care policy proposals. The health care industry is one of countless areas which could benefit from community service. Providing assistance to our elderly citizens who wish to continue to live in their homes but need help with grocery shopping, gardening, transportation to the doctors or trips to see family members can be provided by community service workers. Not only does this reduce the price of costly nursing home placements it also empowers our elderly citizens to keep their own home and their own independence.

This example is just one of the many areas where community service can play a critical role. We have an ever increasing number of young teenage single parents hoping to return to school but with no place to keep their children. We have young people dropping out of school in need of mentors and role models. We have kids on the street dealing crack that need other activities like sports and after school programs. All of these things and the countless others that come to mind when we think of human needs can be accomplished—with very little cost—by community service workers.

A few hundred thousand individuals around the country can do more, at less cost, to solve these problems than the costs it would take to create new government programs to address each one of these concerns. Additionally, those individuals who have the opportunity to serve will enrich their life as well as countless around them. It is that kind of benefit to which I refer when I argue that national service is both essential to this country and cost effective.

The CHAIRMAN. Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman.

Mr. Chairman, first of all, let me apologize to the Secretary. I had another committee meeting that I had to go to, the Energy Committee, which you know well.

Mr. Chairman, I'd like to ask unanimous consent that this report on a hearing that we had on national service in Minnesota on April 14 be included in the record, with the table of contents being in the printed record. Peter Edelman came out to Minnesota and just did a magnificent job.

The CHAIRMAN. Do you want the entire transcript included?

Senator WELLSTONE. Just the table of contents.

The CHAIRMAN. It will so included.

Senator WELLSTONE. Thank you. I just wanted to brag on it a little.

[The preliminary pages of the hearing follow. The entire hearing record may be found in the files of the committee.]

CREATING A NATIONAL COMMUNITY SERVICE PROGRAM

MINNEAPOLIS, MN—APRIL 14, 1995

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YMCA Earth Service Corps, Seattle, WA

"Creating a National Community Service Program"

U.S. Senator Paul Wellstone
Minneapolis Convention Center
Minneapolis, Minnesota
April 14, 1993

"National Service will be America at its best -- building community, offering opportunity, and rewarding responsibility."

-- President Bill Clinton

"We should create a program that empowers people to improve their communities, and a program that teaches skills of citizenship, responsibility and democracy."

-- U.S. Senator Paul Wellstone

The purpose of this hearing is to gather comments and ideas on creating a national community service program from teachers, students, administrators, parents, and local and national policy-makers.

AGENDA

** 1:00 PM **

Panel I is composed of national, state and university policy-makers who have demonstrated a strong commitment to creating a national community service program.

* Mr. Peter Edelman is Senior Advisor to the White House Office of National Service and Counselor to the Secretary of the Health and Human Services.

* Mr. Sanford Horwitt, writer and policy advisor for People For the American Way, author of Let Them Call Me Rebel, the biography of Saul Alinsky.

* Mr. James Kielsmeier, President, National Youth Leadership Council.

* Mr. Kenneth Bailey, "Roads Scholar" at the Campus Outreach Opportunity League (COOL).

* Ms. Sallye McKee, University of Minnesota.

** 2:00 PM **

Panel II is composed of Minnesotans who have been involved in community service programs.

* Ms. Eyenga Bokamba, YES Ambassador, Points of Light Foundation, National Youth Leadership Council.

* Tria Chang and Dawn Campbell, students, Central High School, St. Paul, Minnesota. Ms. Mary Ellen Arvanitis, the Director of Fresh Force, Central High School.

* Ms. Colleen Le Blanc, Community Education Director of the Cambridge-Isanti School District.

* Ms. Beth Newkirk, former VISTA volunteer.

** 3:00 PM **

Panel III is composed of Minnesotans who will share their experiences with community service, service learning, and other related programs.

* Mr. Harry Boyte, Project Public Life, Hubert H. Humphrey Institute, University of Minnesota. Lawayne Marshall and Melissa Bass.

* Mr. Larry Fonnest, Director, Minnesota Conservation Corps and Ms. Kathie Leier, member of the summer Minnesota Conservation Corps.

* Rothsay High School presentation.

* Ms. Alicia Phillips and Ms. Daphnie Farganis, Co-Directors, Next Innovations.

* Little Falls High School & Mississippi Headwaters River Watch presentation.

* Mr. LeRoy McClellan, Exucutive Director, Minnesota State University Student Association.

* Ms. Kay Erickson, "We've Got The Power: Skills for Democracy," League of Woman Voters of Minnesota.

* Mr. Tim Allison, University of Minnesota Law School.

* Mayor Jim Scheibel, St. Paul.

* Hennepin County Commissioners Peter McLaughlin and Mark Andrew.

* State Representative Andy Dawkins.

** 3:45 PM **

Please sign up for the open microphone session at the tables outside the hearing room.

Senator WELLSTONE. As Mary Noble will tell us later on today, and Senator Durenberger knows this as well, service learning is very important out in our State.

Mr. Secretary, I think I want to build on the question that Senator Kassebaum raised. I do share the same concern that she raised about making sure that community service not become a substitute for a Pell grant program, but rather, something in addition to the Pell grant program. I think—and I have said this to Eli Segal and others—I think this is a wonderful marriage of work to be done, of community, of a yearning on the part of many citizens to be a part of service to community. I just can't tell you how much I support it.

But in looking at this whole question of students for a moment, let me just ask two questions. One is how can we make sure that, in the conservation corps, or the whole concept of national service, we have diversity built into this and that in fact, it reaches out to those citizens who are struggling, economically speaking, and that we have all the racial and economic diversity that we need to have for this to really work?

Secretary BABBITT. Senator, I think first of all there is some very explicit language in the bill in a number of different sections about the need for and the importance of diversity. I think you could argue in a narrow sense that it is a legal mandate, a legally enforceable mandate.

I think that ultimately, the best guarantee of diversity is the interrelated structure of governance. I see a balanced structure which says we do have a national board which sets guidelines, has direct grant-making authority over roughly a third of the funds; then, at each State, operating under I think quite explicit statutory mandates for diversity, we once again have a bipartisan board with a great deal of public and mandated community participation. And I think that interactiveness, together with the legal mandate and the visibility, is a pretty good guarantee that it is going to happen.

Senator WELLSTONE. I guess, Mr. Secretary, I didn't interpret, or didn't see any statutory mandate—I have seen the language, and I guess the question I was asking, and I think in part, you answered it, is above and above the language, how in fact we make this happen, to assure that it happens, and maybe I should just leave that in the form of a question, unless you want to pursue it.

The other question is different, and this comes from a teaching background—and this is right up your alley; this is really your background, I think. We had some interesting testimony out in Minnesota where one woman stood up and said—and this had to do with service learning, which I know Senator Wofford is very interested in, too—she had been involved in this in the high school—we have 100,000 people who are involved in service learning—she said, "You know, we study the pollution of the Mississippi River, and we take our science classes, and we know how to begin to monitor it and so on, but there comes a point in time when we ask the question why, in the first place, and what can really be done about it."

Do you think we ought to try to incorporate the "Why" question into this service work so that the citizens who are involved in it have the opportunity to take the experience and also do the reflection on this, or should that be a part of the methodology of it?

Secretary **Babbitt**. Well, that's an interesting question. I don't think I can hit it out of the park, but let me take a swing or two at it.

First of all, in many of these programs, I think there is a lot of "Why" in it in terms of the nature of the work. The question almost poses itself and requires a thoughtful answer, particularly in the educational parts, where you are dealing with people who have ongoing academic experience, and you've got them out working in national parks. It seems to me the border between work and curriculum tends to fade very quickly, and appropriately should.

Senator **Wellstone**. I think that's my point, that you want to see that integration, and I could apply that to why are people homeless, or why are people hungry, or why are people who are older struggling. I think that can built into the methodology of the program, the integration of the two.

I thank you.

Thank you, Mr. Chairman.

The **Chairman**. Thank you very much.

Senator Durenberger.

Senator **Durenberger**. Thank you, Mr. Chairman.

I thought Paul asked a terrific question, and I guess instinctively, I would respond to it the way the chairman did before you were able to get over here, and he used an example of 30-some years ago where somebody said, "This is the first time anybody asked me to do something good for somebody else."

I think all of the young people that we know in Minnesota and everybody here would probably respond to that by saying it has something to do with how I feel about myself as much as how I feel about community, or Nation, or something like that; that it is really important to me as a person. And I'm sure there are a lot of answers to that question, but knowing my colleague as I do, I think that's sort of where this all starts in terms of service.

And maybe, Mr. Secretary, I can ask you the same question in the context that I laid it out earlier, almost a couple generations later. I think you are old enough to remember the early sixties and the spirit of the time and the condition of the time and where people were at and where community was at and so forth. And I wonder if, along the same lines as the "Why" question that Paul asked you, you might reflect for us on motivation for people, particularly young people, today as opposed to then, and what makes this kind of a program, and this emphasis on service——

Secretary **Babbitt**. Senator, I would like to answer by reflecting on an encounter that I had in the year 1965 with Senator Wofford. The first round of national service was very outward-looking. That of course was the motivation behind the Peace Corps. It was as if service was somewhere else. It had significance as a function of distance, and that certainly was phase one of my own experience in South America.

In the year 1965, I had a discussion with Senator Wofford, who was then in the Johnson administration, about this, and he said to me, "Bruce, don't you understand, or shouldn't you reflect on the need for service to move inward, toward communities?" And in his quiet way, he said there is a set of new programs coming up which are talking not about Africa, Asia and Latin America, but about our own back yards—and it was that discussion which led me directly into the VISTA program.

And it seems to me now, in the 1990's, in a way, we go one step farther. It is no longer necessary for someone who is imbued with the spirit of service to come to Washington and join VISTA and be sent into a training program, because ultimately, the challenge is whether or not you can engage this idealism right in your own neighborhood, or at least in your own community or your own society. It seems that's really what this is about, coming full circle toward looking at your community and your neighbors in the context of that particular place and time.

Senator DURENBERGER. Thank you.

Thank you, Mr. Chairman.

The CHAIRMAN. Senator Wofford.

Senator WOFFORD. I am sorry that I missed your oral testimony, Mr. Secretary, but I have read it, and you very succinctly and eloquently presented the program. I particularly liked your last point about, "Looking at the world I know best, environmental protection, look at all that national service can do"—and then you list: "thousands of young people working in our parks to restore areas worn down by tourism and industry; thousands more in our cities, testing for lead paint and getting it removed; and thousands more still, running recycling programs." And then you said, "Just imagine all the good they can do, for themselves and the country. With national service, we can take what we imagine and begin to make it real."

I think, as you put in your testimony, what is so good about the proposals from the President is that they are an invitation to communities, to groups, to secretaries of departments in the Federal Government, to local neighborhoods, to churches, to schools, to businesses, to imagine what one could do with what Senator Mikulski called a "platoon," what one could do with a team, or what one could do with even one participant in community service, in national service.

I very much like the structure that you and Eli Segal and the President have designed, and I say that as one who has plotted with you about how we would bring the Peace Corps idea home on a large scale in America. If you remember the conversation, I was probably thinking in terms of one big kind of version and the Peace Corps, federally-run, on a big scale. And I think, since we didn't get it, this new and better idea has percolated up with social invention around the country. We are now coming to a better structure and a better approach, which is not top-down, not one new, central, Federal agency, but all kinds of youth corps and service programs, and action to make our image a reality. I think that this is part of reinventing government.

I certainly have to ask the Pennsylvania contingent to give a little competition to Maryland. I see the Pennsylvania Conservation Corps hats. Would my Pennsylvania colleagues stand and let us salute them, too? [Applause.]

Two questions, perhaps. One, is there anything more you want to say about the cost-effectiveness of service programs at a time when everybody ought to be thinking about costs and being effective; that is key to reinventing government. How will these programs get our work done in this country effectively and cost-effectively?

Second, and related to it, is this question of stipends, or paying people to do service. A stumbling block for President Bush was his sense that you might corrupt volunteering if stipends were given. Ironically, he said that while flanked by members of the Armed Services on both sides. Stipends are given in the Peace Corps, and you were in a stipended program as a pioneer in VISTA.

Cost-effectiveness—do you think there is a danger in paying minimum stipends and an educational opportunity voucher, that it somehow corrupts the spirit of service?

Secretary BABBITT. Senator, it seems to me the experience with VISTA and the Peace Corps is quite to the contrary. If you are going to engage people in full-time volunteer activity, surely we must cover their expenses. And I submit that the level of these stipends is just that.

On the educational stipend, there is an argument that you could do this without them. As I explained earlier, in my own experience with some of these programs, most recently down in North Carolina, working out in the field with young volunteers, I found this educational stipend to have an extraordinary effect. It was as if these kids, who might not be going on to education, were locking themselves into that educational track because they were putting sweat equity into an investment that they weren't about to leave evaporating in an abstract account. It gave them a proprietary stake in education. These were local programs where the educational stipend, as I explained earlier, had been financed by the Lyla Wallace Acheson Foundation. I think there is enormous power in that.

Cost-effectiveness—if you believe that this work is important, it is a pretty effective way to do it. I spent a couple days up on the Olympic Peninsula about a month ago, where a youth corps in this case was doing stream restoration work. Is that make-work? No. What it is, ultimately, is bringing the salmon back to the Pacific Northwest, which is a matter of enormous urgency and great economic value. And what we are doing out there is known as "putting roads to bed,". It is an interesting process in which old roads, rather than being left to erode into the stream, fill them full of sediment and destroy the salmon runs, are actually recontoured and revegitated. We are going to have to do a lot more of that kind of work.

So, is it a good investment? Yes, in my judgment.

Senator WOFFORD. And if we didn't have full-time workers having expenses paid and some educational bonus, I think there is a real question of how Senator Wellstone's desire and my desire for diversity would be realized. I don't know how many young people are able at that stage of their lives—or anyone except the very rich, or until they are on Social Security, perhaps—can afford a year of full-time service without some means of living.

Secretary BABBITT. I think that's the implicit premise behind the Peace Corps and the VISTA models—all of the full-time volunteer models that we have been successful with.

Senator **Wofford**. Are you satisfied with the $5,000 level for the opportunity voucher?

Secretary **Babbitt**. Senator, I am. I think you could parcel that out lots of different ways. The reason I am satisfied is that, sure, there are a lot of expensive ways to get an education, but where I come from you can still go through a 4-year community college with fairly minimal expenses of maybe $1,000, $2,000 a year direct outlay. Now, that doesn't mean you won't have to work at a convenience store or do other things. You could easily argue it upward.

In my judgment a key component of the educational stipend is the "sweat equity" argument. The important thing is to give young people—all people, but especially young people—a direct stake in cashing in their investment. I think that that is a pretty reasonable stake, a kid walking out of this program with $10,000 which is drawable only at the community college or the technical school is a marvelous investment in, arguably, the most urgent need of this society, which is to have a productive work force.

Senator **Wofford**. I believe the average college loan that a student comes out with is less than $10,000.

Secretary **Babbitt**. Yes.

Senator **Wofford**. I think it was something like $6,700 when I last heard it. I think that the $5,000 is a good balance. As with the whole program, we can learn by experience, and it will grow, as you say, according to the market. If people—young people, older people—want to serve on a much larger scale, and if communities and taxpayers conclude that it is cost-effective and is really making a difference, I believe the program can grow—and will grow.

Secretary **Babbitt**. That's certainly my answer to the argument about the future. This idea ought to travel on its merits, and I have a lot of confidence that it will.

Senator **Wofford**. Thank you, Mr. Chairman.

The **Chairman**. Senator Gregg.

Senator **Gregg**. Mr. Secretary, first, thank you for being here, and all the people participating in these various conservation corps, most of whom I understand are centered out of a New Hampshire organization, which is the Student Conservation Association, which is centered in Charlestown, NH and which as, as Governor, I had a chance to work with regularly and is an excellent organization. And I was wondering how you expected to fold an organization like that into this effort. They right now do most of their fundraising privately, although the State of New Hampshire supported their New Hampshire program, and I suspect other States come forward and support their programs, and I am sure they've got some Federal money in there, too. But they've got over 1,000 contributors, as I understand, corporate contributors. Would you see organizations like this as contractors in this?

Secretary **Babbitt**. Senator, I can envision a number of scenarios for a group like SCA, which I think underlines the important flexibility of this program. If I were the leader of SCA, I guess the first question I would ask is does it make sense to submit a national grant for the purpose of expanding my outreach in the context of my organization. That would certainly be one possibility. Another one would be to submit a national or State-specific grant for the purpose of increasing the support and draw power for placing my recruitees in host organizations. It would just give them that much more reach. They could say to the National Park Service you are providing overhead, or stipend, or whatever, or they could say we will match part of it through this, or they could present a whole package. There is an enormous amount of flexibility.

Senator GREGG. How many students do you see being involved here? What is your number, both at the start-up and then—and you may have said this before I came in—but at the start-up and then when you get ramped up to the $7.4 billion?

Secretary BABBITT. Well, year one has a budget premised for 25,000. There are a variety of projections about taking that up to 150,000 over a multiyear period. I would simply say I think those are nothing more than projections, because my sense is that this concept will either take root and flourish, or it won't. Whether or not we reach 100,000 is going to be a direct function of public response and real results.

Senator GREGG. Let's say it is extraordinarily successful which, if we put it in place, I would hope it would be—how are you going to differentiate who gets into the program and who doesn't?

Secretary BABBITT. Again, we certainly hope that there will be a lot more asking than there are places, and that the demand will outstrip the resources. Basically, in this structure, we envision the national Corporation segregating a third of the slots—that would be roughly 8,000—for competitive grant applications from any organization in this country that has an idea.

Now, I can tell you who one of those applications will come from—me—because I've got the National Park System working right now on a proposal, but it will go before this board in a mix which will include anyone who wants to go at the national level. At the State level, New Hampshire, for example, there will be a board appointed as set out in the statute, a bipartisan board, appointed by your successor as Governor. It will allocate to the 50 States collectively on a proportional basis. It will allocate another one-third of those slots for community and local programs.

Senator GREGG. Is that a per capita allocation?

Secretary BABBITT. Yes, it is.

Senator GREGG. It's not by amount of national forest——

Secretary BABBITT. I hadn't thought of that—that's an excellent idea.

Senator GREGG. —as a percentage of our total land mass.

Secretary BABBITT. I join with you in advocating that.

Then, there will be another third which will be sent out to States on a discretionary, non per capita basis as a function of the imagination and quality of the proposals.

Senator GREGG. How many people do you think you are going to have to add in your Department to administer this?

Secretary BABBITT. I don't anticipate adding anyone to administer. Senator, I have 80,000 employees in my Department, and I can, I am quite confident, administer this with those resources.

Senator GREGG. Thank you.

The CHAIRMAN. Senator Pell.

Senator PELL. No questions. Thank you very much for having inserted my statement in the record.

The CHAIRMAN. I want to thank you, Mr. Secretary. Among the points that have just been touched on here—and we'll have to address them in another setting—is the reduction in work-study and supplementary programs, both of which are being cut back by the administration, and the increased minimum contributions now required by Pell grant recipients.

We expanded the eligibility of students for Pell grants last year but have not allocated additional funds to the program. To stretch these funds, the administration has proposed an increased student contribution from the lowest-income families. At the same time, cutbacks in work-study and supplemental campus-based aid have hurt working families. This is a situation that concerns me and other members deeply. I am committed to working with Secretary Riley and others in addressing those particular issues

I think the only group we didn't have stand up was the DC Service Corps from the Washington, DC. Unfortunately they don't have a Senator, although some of us are trying to do something about that. [Applause.]

If anyone else wants to cosponsor that DC statehood bill with Senator Simon, myself and some of the others here, we'd be more than glad to have you.

We thank you very much, Mr. Secretary.

Secretary BABBITT. I thank the committee.

The CHAIRMAN. Our second panel consists of youth and teachers engaged in service. We have several speakers on service learning programs in grades K through 12.

Ada Liz Merced is a junior at Putnam Vocational High School in Springfield, MA. Mary Noble is an 8th grade teacher and assistant principal at Webster Open School in Minneapolis and is accompanied by her student, Robert Hurt.

Shawn Griffin, a member of the Philadelphia Youth Service Corps who has a story, about the transformative motive impact of service was going to be on the panel, but at the very last moment was necessarily absent.

Senator DURENBERGER. Mr. Chairman, could I just add an introduction on behalf of both Paul Wellstone and myself?

The CHAIRMAN. Surely.

Senator DURENBERGER. Mary Noble is an educator and assistant principal at Webster Open, which is a kindergarten through 8th grade program. As an educator, Mary has a much broader interest. She has been instrumental in starting and supervising a number of service learning projects, not just in north Minneapolis, but all over the United States. She has been particularly good at overseeing the training of fellow teachers, and I would say it is principally because of Mary that in our service learning bill that Senator Wofford and Senator Wellstone and I put in, we have a special section on teacher training. So she has worked a lot with other projects, multiage tutoring, elder care, food drives, sign language instruction, and things like that, and the only reason she is here today is because Rob Hurt agreed to come with her. I understand Robert is an 8th grader at Webster Open, and he has been involved in tutoring young students after school, and helped set up serving learning projects. Rob wants to be a pilot, and he has been accepted into an aerospace magnet high school in Minneapolis where he is going to continue his studies next year.

We are pleased both of them are here.

Senator WELLSTONE. Mr. Chairman.

The CHAIRMAN. Senator Wellstone.

Senator WELLSTONE. So that we can go right to the testimony, let me just thank Mary and Rob for being here.

Ms. NOBLE. Thank you for inviting us.

The CHAIRMAN. Thank you.

Ada Liz Merced, we look forward to your testimony.

STATEMENTS OF ADA LIZ MERCED, SOPHOMORE AT ROGER L. PUTNAM VOCATIONAL/TECHNICAL HIGH SCHOOL, SPRINGFIELD, MA; ACCOMPANIED BY DENNIS BRUNTON, COMMUNITY LEARNING FACILITATION TEACHER; AND MARY NOBLE, EIGHTH GRADE TEACHER AND ASSISTANT PRINCIPAL, WEBSTER OPEN SCHOOL, MINNEAPOLIS, MN, ACCOMPANIED BY ROBERT HURT, STUDENT

Ms. MERCED. My name is Ada Liz Merced, and I am from Springfield, MA. I was born in Puerto Rico, and I was raised in Springfield since the age of 5. I am 17 years old, and I come from a family of nine children.

I am currently in the 10th grade at Putnam Vocational/Technical High School in Springfield. I am in the computer-aided drafting shop in school.

I first became exposed to community service learning last year at school when I was sent to the civility room, which is a remediation program, where I had been sent for skipping classes. That night, I was to have detention, and I was asked if I would rather come to a meeting of the Putnam Health Center Steering Committee. I then decided to attend and maybe get involved in some of the activities that were going on.

I sat and listened to what they were saying, and I saw that there were teachers, community people, business people, nurses, and also students who were involved. As I sat there, they made me feel comfortable, and they asked me for my opinions. And as I gave my opinions, they listened to me and made me feel like I could make a difference. The other students at the meeting were as excited as I was. We knew we were working on something real that mattered.

The Putnam Health Center was a major community service learning project for the school, which Mr. Brunton's testimony describes more fully. As I continued to work with the health center, I became more involved in different aspects of the project—areas like planning and helping run the largest health fair in the city's history; helping set up support groups that dealt with AIDS, parenting, drug abuse, sexual abuse, equity, and alcohol abuse.

I also had an opportunity to use my talents to organize a benefit concert, which will take place next month at the Paramount Theater in Springfield, and involves nationally-known groups, to help fund the students building the health center.

During the middle of this year, I was thinking of leaving Putnam High School and going to Florida, but the thing that kept me going back to school and made me decide to continue was my involvement in this project and some of the other community service learning projects, like organizing over 700 of my fellow students who worked with business and city government to do a massive cleanup of our downtown area.

I have done great in shop class because I really enjoyed it. It is relevant to my future, and it has meaning to me. I have attended shop class and other community service learning projects, even when I had pressing family problems, because I liked it that much. It also made me realize I was important, and that my life had meaning.

These community service learning projects have made me realize I am not alone, and I can make a difference and continue my education. If it weren't for projects like these, I wouldn't be here in front of you today, and most likely, I wouldn't be in school.

In closing, I am asking for your continued support of programs such as these, for my sake and for the sake of other young people like myself.

Thank you.

The **CHAIRMAN**. That's very good, Ada Liz. Thank you.

Let me ask you, are there others from the school in that program that are associated with the health center as well?

Ms. **MERCED**. Yes, there are other students involved.

The **CHAIRMAN**. So do you go as sort of a group over there, after class, or do they have you come down at different times?

Ms. **MERCED**. Sometimes, after school, I have to stay after with the teachers for the meetings, and I take notes, and we accomplish a lot.

The **CHAIRMAN**. What is the status of the health center?

Ms. **MERCED**. Well, the health center is not built yet. I am in the drafting shop, and I am taking care of making the floor plans for the school.

The **CHAIRMAN**. I see. So at the shop itself, you are working on developing the health center, and you have a number of students who have certain skills that would be useful to help develop the health center, and all of them are participating?

Ms. **MERCED**. Yes. In Putnam High School, we have carpentry shop and electric shop; they are all together, and the students are building the health center.

The **CHAIRMAN**. So the students are working together.

Ms. **MERCED**. Exactly.

The **CHAIRMAN**. And is there an important need for a health center in the community?

Ms. **MERCED**. Yes, there is.

The **CHAIRMAN**. And the community supports that program.

Ms. **MERCED**. The community supports it a lot, because these days, with teenage pregnancy and violence, we are trying to help take care of those problems.

The **CHAIRMAN**. The students in the school itself.

Ms. **MERCED**. Yes.

The **CHAIRMAN**. OK. Since you got into the program, do you think it has changed your life in some ways?

Ms. **MERCED**. Yes, because I was living alone for a while because my parents got separated, and I tried to keep it all together, trying not to drop out of school and to just continue. So the health center and these projects have helped me a lot.

The **CHAIRMAN**. Good. Is that true about some of the other students as well? Do you find that it helps them as well?

Ms. **MERCED**. Yes. Students out there don't have any kind of attention, and the teachers at Putnam High School listen to the students and try to help them out, in any area.

The **CHAIRMAN**. Thank you.

Dennis, I understand you are one of those teachers, and we'll come back to you with questions, but I think you deserve a lot of credit. We know about the program up in Springfield, and it is a very, very important program, and you deserve a lot of credit.

Mr. **BRUNTON**. Thank you, Senator.

The **CHAIRMAN**. Did you have a statement at this time? I know how involved you have been in the program, and we'd welcome a comment from you.

Mr. **BRUNTON**. Yes, Senator, if there is some time.

The **CHAIRMAN**. That's fine. Please go ahead.

Mr. **BRUNTON**. I'll try to shorten it, so we don't occupy too much of your time, but it is an honor to be here, and it is an honor to be with people from Minnesota who are doing some great work out there, and the connection has been great between the two States.

I am Dennis Brunton, and I have been a teacher at Putnam for 13 years, and I am now the community service learning facilitation teacher for the system of Springfield.

Four years ago, Putnam High School was a school in crisis; it was ready to be shut down. It had the second-highest dropout rate in the State of Massachusetts and was the most violent by far in western Massachusetts.

At the same time, we ended up hiring a new superintendent, Dr. Peter Negroni, and one of his first actions was to institute site-based management techniques, using consensus/decisionmaking models in every school in the city.

He came at that time to all the staff and explained that with education today and the future job market, we had to shift from industrial-based education to an information-based educational system. At the same time, he came to this very discouraged Putnam teaching staff and told them he wanted to make Putnam his flagship, and to do this, he said he would allow the students and the staff to work on what they considered the two most pressing issues that the school had to confront. The two issues they decided on were to add a college prep program and also to deal with violence and discipline problems.

One of the first things the committee began working on—and this was a very frustrating process at first—was the process of consensus decisionmaking, which forced people to listen, examine, communicate, and compromise. In short, it became a positive experience for everybody involved.

The violence and discipline committees soon realized that suspending students for fighting and discipline problems without providing some form of remediation was accomplishing little more than increasing that dropout rate. To this end, they established a program called the "civility room." It wasn't another in-house suspension program, but instead was a motivational program that was committed to dealing with the individual students' issues which were preventing students from achieving educational and personal success.

The civility room started, and soon the school formalized a mediation program based on the community service learning model, where students and staff were trained together in mediation techniques. The violence was reduced immediately due to improved communication skills, and the students realizing that they could take care of their own conflict situations. Staff started to use the technique themselves to resolve what normally would have been discipline problems in which students would have been suspended for certain periods of time.

It increased the awareness of the staff that in an urban city, the majority of the problems that we are facing, the violence and discipline, are symptoms; they aren't the problem. The problem is exclusion, that the kids had been excluded from the process of community. And using this model of community service learning,, where reflection becomes an important means of assessing what is happening, we found that students started to internalize values that we had not been teaching before—things like communication skills, problem solving skills, critical thinking skills that are necessary for the job markets of the future.

That really got the staff focused on the point that we had to address issues which were normally considered "violence" in terms of medicine, and with the World Health Organization definition, which includes psychological and social well-being, that by addressing these issues, the educational and personal development of the students seemed to progress as they should.

It also gave community members a chance to become part of a school, not just a financial resource. And as they became more a part of the school, I think the media began to accept some responsibility for a new form of prejudice, and that prejudice was a prejudice toward young people, because so many people of voting age—I'd say about 70 percent, from the Children's Defense Fund statistics—don't have daily access to children, so what they know about youth is what the media portrays of the 10 to 15 percent that might be disruptive, and we have forgotten about the 80 to 90 percent who are doing some great things in the schools all the time. And by doing this, the community opened up, started talking with children, and the projects have just evolved continually. But I would say the biggest thing that has happened is that the staff realized that they had to come up with some new ways of assessment, of incorporating community service learning into their curricula, making it a part of their teaching, not something that is added on. I think the key word is "learning," and I'm sure Ms. Noble is going to follow through on that same thrust; learning is, I think, the key, and that is what has really happened at this school, and it is basically promoted, and it is a gentle way of promoting, educational reform.

The CHAIRMAN. Very well-stated. Thank you.

[The prepared statement of Mr. Brunton follows:]

PREPARED STATEMENT OF DENNIS BRUNTON

My name is Dennis Brunton, and I'm a resident of Springfield, Massachusetts. I had been a teacher at Putnam Vocational Technical High School for the last 13 years, and I am currently the Community Service Learning facilitation teacher for the Springfield Public Schools.

Four years ago Putnam Voc.-Tech. High School was in a state of crisis. It had the second highest dropout rate in the state, and was known as one of the most violent schools in Western Massachusetts. At that time Springfield had just hired a new superintendent, Dr Peter J. Negroni. His first action was to institute site based management techniques based on a consensus decision making model in all of Springfield's Public Schools. He explained to the staff that schools had to move from an industrial based to an informational based educational system to meet the needs of 21st century society. He came to a discouraged Putnam teaching staff and told them he wanted Putnam to become his flagship. He allowed the staff and students to form committees to address what they believed to be the two most pressing issues confronting the school. They choose: 1- to add a college prep program to the school, and 2- to address violence and discipline problems in the school.

The committees began work immediately using this new model. This was frustrating at first, but this process also forced people to listen, examine, communicate, and compromise, in short the process truly became a positive educational experience for all involved. The violence and discipline committee soon realized suspending students for fighting and discipline problems without providing some form of re-mediation was accomplishing little more then increasing our dropout rate. These students would have to be dealt with, if not in the schools then out in the streets. To this end the committee established a program for all students experiencing problems called the civility room. This was not another in-house suspension program but instead a motivational program that was committed to dealing with the individual student's issues which were preventing students from achieving educational and personal success.

The civility room started and the school soon formalized a mediation program based on the community service learning model, where students and staff were trained together in mediation techniques. The violence was reduced immediately, teacher-student communication increased, and students and staff felt empowered to deal with problems which in the past only led to frustration and anger. A key element of the mediation program was confidentiality, this led to students trusting staff and they began to tell us what their real problems were.

This was a major breakthrough. Most of the Putnam community came to the conclusion that the violence and discipline were symptoms and the true problems were medical, when using the World Health Organization's definition of health.

The Putnam community realized we could not address this problem alone, but would need the help of the entire community. To this end we established a Putnam Health Center Steering Committee. The committee included; staff, students, parents, administration, medical personnel, business and corporate representatives, social service representatives, and city government representatives.

At the Health Center meetings, the staff and students wanted to build a comprehensive community health center and realized being a vocational school we had the expertise and experience to build the center ourselves. The committee broke down into subcommittees; building, funding, services, education and outreach.

Community Service has always been a part of vocational education, but this was different, this was Community Service Learning, this was inclusion, this was equity, this was truly school reform. The key word was Learning, not just students learning, but staff and community representatives learning. We truly were becoming a community of learners. Teachers, not just vocational but also academic, began to incorporate parts of this project into their curriculum. We realized we could teach the same skills as well as new skills centered around a community need not just abstract ideas in textbooks.

The community members of this project also saw Learning as the key to their becoming part of the school community not just financial resources. They have become part of the Putnam community. Some examples are: Baystate Medical Center residents (M.D.s) began co-teaching our health classes with our health teachers, they co-wrote a health curriculum, and are currently filming round table discussions between students and doctors on current health issues. This will become a resource for the entire community. They also planned and implemented with students, staff, and corporate partners Springfield's largest health fair. They also implemented a pre-natal support team as well as numerous community service internships at the hospital. The downtown business community organized with students and staff two massive downtown clean-ups and luncheons, one involving 700 students and the second involving 1400 students, most downtown businesses and restaurants, and many city departments. They even appointed a student to their executive board with voting privileges. They concentrated on problem solving and communication not just litter. Projects continue to evolve from these initial efforts, and the communication between education, business, and government continues.

School staff began to see the need to move from a fact-based curriculum to a competency based curriculum. They have seen the need to learn more holistic means of assessment so we stop driving many talented youth out of our system because they are poor test takers.

I have enclosed a copy of Springfield's proposed Community Service Learning Exit/Learning Outcomes. You will see these are essential skills for survival in today's society. The reflective part of Community Service Learning is what internalizes these skills and values. There is also a direct correlation between the quality of the reflection and the amount of student involvement in the planning, implementation, and evaluation stages of these projects and/or programs. This is true educational reform.

In closing as I earlier stated, violence and discipline are not the problems but are symptoms of the true problem which has been exclusion. The answer has been inclusion and empowerment, allowing our youth to be full and valued members of our communities. Our youth have to be viewed as resources as well as our future. I beg you to allow us to continue this vital evolution by supporting this amendment. Thank you.

The CHAIRMAN. Mary Noble, thank you for being here.

Ms. NOBLE. Thank you.

Chairman Kennedy, Senator Kassebaum, members of the committee, I speak to you today as a K through 8 educator, and that means kindergarten through the 8th grade. I am from the great State of Minnesota, and unfortunately, Senator Metzenbaum is not here, but I was going to say I am a transplanted Ohioan, but he is not here.

The CHAIRMAN. We'll tell him later on.

Ms. NOBLE. The insights I share are based on many years of experience working with children and young adults in both formal and informal settings. I too am a former VISTA volunteer, and I am quite active in the community right now as a former foster parent.

My primary responsibility with the Minneapolis public schools is serving as an assistant principal in a kindergarten through 8th grade building, with a student body of about 815 students. At Webster Open School, our students come from all walks of life, speaking no less than 21 different languages in their homes. We are a perfect example of what people call an "urban school."

With the limited amount of time we have been given to speak, I would like to share some examples of the innovative things that Minnesota is doing in the area of youth service. I'd like to stress that this National Service Trust Act of 1993 will be invaluable to us in our endeavors.

It is important to understand that the definition of national service must include even the youngest children. A service ethic doesn't automatically happen at age 17 or 18. It starts much earlier, and it should therefore be a part of the K through 12 education program. It is a lifelong learning process. Students should learn to do service just as they learn to do reading and math.

In the Minneapolis public schools, we have implemented a number of these teaching methods, and from what I have seen, they really work.

The effort toward developing a comprehensive youth service model in Minnesota dates back to 1984 when the Minnesota legislature authorized local school districts to levy up to 50 cents per capita for youth development work, and that included youth service through the Community Education Act. The levy, coupled with a State board of education rule encouraging the integration of youth service into the elementary, middle school/junior high and high school curriculum has resulted in an explosion of youth service programs in the State, particularly of programs integrated into the curriculum .

Within the Minneapolis public schools, the biggest success has been our summer program, WalkAbout. This program is composed of a teaching model developed by the National Youth Leadership Council that includes high school and college students acting as mentors to elementary students. The components of that program are four high school students, two college students, and one lead teacher in a classroom of about 25 to 30 students. I have had the opportunity to teach and work in this program since its inception 4 years ago, and this summer, I am going to be serving as the principal of three of those sites.

This concept has been used as a teacher staff development model which enables teachers that have worked in the program to set up a model within their own schools. A number of schools within the Minneapolis school district have been selected as service learning pilot sites. I am proud to say that Webster Open School is one of those pilot sites. We have had great success with making service an integrated part of the curriculum and are now in the process of working with the University of Minnesota on an evaluation instrument to measure the success of the program.

I want to thank you for introducing the National Service Trust Act of 1993, and thank you for inviting me to speak today. Educators like myself and students like Robert Hurt, whom you will hear from next, are excited about the opportunity that this legislation will provide us. This bill truly is a major step toward bringing the community into the classroom and the classroom out into the community.

Finally, I'd like to thank the State of Minnesota for its strong support of youth development, through funding and legislation; the Commission on National and Community Service for its evaluation support, and the National Youth Leadership Council for its continued leadership in the area of youth service.

I would also like to extend a special thanks to Senator Durenberger for facilitating our trip, and thanks to Senator Wofford and Senator Wellstone for their continued support of youth service—and you, too, Senator Kennedy.

Senator DURENBERGER. And Nancy Kassebaum, for the minority.

Ms. NOBLE. Yes, Senator.

The CHAIRMAN. Thank you very much.

Mr. Hurt, we'd be happy to hear from you.

Mr. HURT. Mr. Chairman, Senators, my name is Robert Hurt, from Minneapolis, MN, representing Webster Open School. I am here to talk about a very important issue—service learning. I also want you to know that I am happy that you have introduced the national service bill.

The reason why I think this experience is important is because it makes a major impact on some kids' lives. I tutored kids at my school, and I helped them read. The next test they took, their scores went through the roof. It gave me satisfaction to know I helped them get to that point.

These kids need our help, and if you don't pass this bill, those scores will start going down again. You don't want to get blamed when these children don't get the help they need because you don't pass the service bill. [Applause.] They need us.

I have done many types of service learning, from helping kids to making houses for bats. The bat houses are helping our community. Soon, we will be putting them along the Mississippi River. These creatures also need our help.

We don't get paid for this; it is volunteer work. That is another reason why this bill should be passed.

So in conclusion, I am proud that I was able to influence these children's lives now and help them to get along in the future. Helping these kids has also made a major impact on my life, all thanks to serve learning.

Please pass this bill. Thank you for asking me to speak today. [Applause.]

The CHAIRMAN. Very good. It just goes to show you don't have to speak very long to get the message across, which is something that we need a good deal of reminding about up here.

Do you enjoy working, Bob, with your classmates and trying to help them?

Mr. HURT. Yes.

The CHAIRMAN. Do you find that you are able to explain some things so that students can understand some issues more than they do from classes?

Mr. HURT. With younger kids, yes.

The CHAIRMAN. I always had difficulty understanding when to use "me" and "I." Sometimes people get that confused. And I remember my son told me, "Well, if you do something to somebody else, it is' I,' and if it is being done to you, it is' me.'" And that simplified it, rather than learning grammar formally. I have found that in so many instances, young people who understand things can teach them more simply.

I want to commend both Robert and Ada Liz. Both of you deserve a lot of credit. You probably don't understand it right now, but you are real role models. I'm sure you don't get a lot of credit from your fellow students, and you probably take some heat for serving. Maybe some kids in your class say, "Why are you doing this?" and so on—because it is time-consuming to help others and it takes some sacrifice. Ada Liz, you gave up a trip to Florida so that you could work with your group and other people who depended on you. That takes some doing, and you deserve credit for it. You may be happy that you are serving others. You may get internal satisfaction when you serve, but you are doing it because you've made up your mind to do something about your own life and the lives of others. You ought to take satisfaction in that. As you go on through school and life, there will be people telling you what you can and can't do. Now you are showing us what can be done and setting a very good example. So I hope you know how much we appreciate it, and we wish you the best.

We thank Dennis and Mary as well. I believe you are real life examples of what teachers should do. We are very, very grateful and proud of the job that you are doing. Thank you very, very much for being here.

Ms. NOBLE. Thank you very much.

The CHAIRMAN. Dennis, we'll see you back home in Springfield soon.

Mr. BRUNTON. Thank you, Senator.

Senator Wofford.

Senator WOFFORD. Robert, how old are you?

Mr. HURT. Fourteen.

Senator WOFFORD. Well, you're ahead of me; I started lobbying the Senate of the United States when I was age 16. But I started writing letters to Senators when I was 11. For some reason, I was against Roosevelt's court-packing bill, and I have all my letters to "Master Harris Wofford" from Burton C. Wheeler and Royal S. Copeland, and I can still remember them. So I salute you for starting early.

Ms. NOBLE. We have already started some of our younger students already, Senator; you've probably gotten some letters from our 3rd and 4th graders.

Senator WOFFORD. All right, good.

Do you find, Bob, that you yourself have learned to read better or to know the subjects you are tutoring by tutoring? Have you ever thought about that?

Mr. HURT. I haven't really ever thought about that, so I can't answer that.

Senator WOFFORD. I found when I taught law that I learned far, far more from teaching it than I did when I was being taught at law school. And there is a little essay that I'll send you titled, "Learning by Teaching," that has always made sense to me, and you might pass it around to your fellow tutors. I don't know if it does any good to have a theory, because you are already doing it.

Mary, do you have any evidence to add to our little Minnesota-Pennsylvania competition on things like the Chestnut Ridge School District, in Pennsylvania, which has had a very large program of student tutoring/service learning. They have seen the percentage of students going on to college increase from 25 percent to 80 percent since they got almost every student in the school, beginning back in 1987 growing to 1992, to engage in service learning. They have seen the numbers of college-bound students just go sky-high. At Keystone Oaks Middle School, the average dropout number was 28 per year in the 10 years before they adopted a service learning requirement of 120 hours. Since then, the dropout rate has gone down to 8, and 7, and 6, instead of 28 a year.

Do you have any competitive figures you can give us?

Ms. NOBLE. Oh, sure. Our summer WalkAbout program takes students who are in the lowest fourth of their classes and works with them, and usually during summer school in the past, it has been a dropout rate of about 50 percent of the kids who don't finish summer school. Well, since we have incorporated WalkAbout, the service learning, our attendance rate for the 6 weeks of summer school has been in the 90 percent range. So it is something that students are really interested in.

As far as our attendance rate at our school, students are there almost every day. We have very few children that we have to refer for delinquency or truancy or attendance problems. Twenty-five percent of my school district are involved in some kind of service or another, and my son is a high school student, and they can earn service credit that applies to their elective credits for graduation.

Senator WOFFORD. Thank you, and let's keep the competition going.

Ms. NOBLE. Yes.

Senator WOFFORD. Thank you, Mr. Chairman.

The CHAIRMAN. Dennis, is this working in the other schools up in Springfield as well?

Mr. BRUNTON. Yes, very much so. Putnam is only one example, but it is basically spreading throughout the entire system. Last year in our end-of-the-year report, at least 38 out of the 40 schools were actively involved in not only project, but also making it part of the actual curriculum for every subject area.

The **CHAIRMAN**. Well, it's something that I think has been enormously impressive. I am familiar with that program. They have 4th graders who "adopt" senior citizens in homes and call them each day——

Mr. **BRUNTON**. And we have other students who are taking care of lawn care for the handicapped people.

The **CHAIRMAN**. It's an incredible program. We need to publicize these results and help other school systems to mirror these successes. We are very, very committed to the service-learning part of the national service program, and I think you have given us a dozen or more good reasons why it is important that we be committed.

Thank you all very, very much for your appearance here.

The **CHAIRMAN**. Our final panel includes Gerald McEntee, the president of AFSCME, the largest public employees' union in the country. AFSCME is a nationwide presence with more than 3,000 local unions in 46 States. We also welcome Catherine Milton, executive director of the Commission on National and Community Service, the commission created by the 1990 national service bill. Catherine Milton is also one of the organizers of Campus Compact, an association of college presidents working for community service opportunities.

Mr. McEntee, we'll start with you, please.

STATEMENTS OF GERALD McENTEE, PRESIDENT, AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES, AFL–CIO, AND CATHERINE MILTON, EXECUTIVE DIRECTOR, COMMISSION ON NATIONAL AND COMMUNITY SERVICE

Mr. **MCENTEE**. Thank you, Mr. Chairman.

My name is Gerald McEntee, and I am president of the American Federation of State, County and Municipal Employees, AFSCME. We most certainly appreciate your invitation to appear here today on behalf of the 1.3 million Federal, State and local government workers who are members of our union.

I have a short statement to present now, and we'll be following it up with further details later.

I am here today to offer AFSCME's support for the National Service Trust Act of 1993. We do so because this plan embraces the virtues of public service which are so necessary for the effective functioning of our democracy.

We regard it as extremely important that the first purpose stated in the bill "to meet the unmet, human, educational, environmental, and public safety needs of the United States, without displacing existing workers." AFSCME believes that the link between these two policies will be crucial to the success of the program.

This legislation is designed to stimulate the creativity of local people working together to meet local needs. One of its greatest contributions will be to encourage people of many different backgrounds to join together to improve their neighborhoods and the lives of their fellow citizens.

Out of this experience, we hope will grow a better appreciation of the role of Government and public service and renewed interest in serving in Government at all levels.

The National Service Trust Act builds on the solid foundation of the National and Community Service Act of 1990 and combines the best elements of our intergovernmental system. It encourages locally-developed initiatives to flourish while requiring Federal standards of excellence. It will have a national focus, but be responsive to local concerns and local needs.

Broad-based community support will be essential to the success of this program. S. 919 includes elements which are crucial to building such support. These include a unique delivery system based on a Federal-local partnership, a clearly-articulated policy against displacement, and the program's objective of enlisting the participation of the entire community, including local unions, in the program.

Local public employee unions should be seen as partners, and want to be partners, in this new endeavor. They are uniquely situated to contribute ideas for useful activities for national service participants which meet unmet needs while not duplicating existing services provided by paid workers. Since national service participants may very well interact with public employees at the worksite, it is important for local programs to seek out the support and participation of public employee unions as, in fact, they do under many existing youth corps programs today.

In general, S. 919 has been developed with great sensitivity to the need to protect public sector workers and jobs. However, we are concerned about what will happen to current ACTION employees when ACTION functions are transferred to the new Corporation for National Service. As we understand the legislation, the new corporation will operate outside the Federal civil service system under a "more flexible" personnel structure.

Among other features, this new personnel system will employ individuals for only 5 years. The employees at ACTION, who are represented by our union, are strongly committed to the principles of S. 919. They have persevered in their work even when it was not politically popular. It would be most unfortunate for them to be pushed aside when the programs in which they served gave inspiration to the authors of the National Service Trust Act. We would like to work with you to address their very legitimate concerns.

In past reorganizations within the Federal Government such as the Panama Canal, Howard University, St. Elizabeth's Hospital and the Postal Service, the rights of employees were protected as were their union representation rights as well. Similar protections would be appropriate in the transfer of ACTION to the proposed corporation. We at AFSCME are prepared to encourage our locals and councils to participate fully and constructively in the development and implementation of local national service programs.

If implemented sensitively and carefully, we believe that S. 919 can have a profoundly positive effect on the Nation. While conceived by President Clinton during the campaign last year as a way to offer education assistance to young people who dedicate a year or two to working in their communities, S. 919 can be much more far-reaching by teaching people from different circumstances and experiences about each other. This program also can rekindle the understanding and compassion that our national family needs to overcome the unprecedented economic and social challenges we face today. In doing so, it can help heal and reunite an increasingly divided Nation.

On behalf of our union, I want to thank you again for your invitation to appear here, and we would be happy to answer any questions.

Thank you again.

The CHAIRMAN. Thank you very much.

Catherine Milton, like Gerry McEntee is a long-time friend of our committee and we are glad to have you both with us today. We have worked very closely with Catherine on the community service program. She has been involved in community service as long as any of us can remember, and maybe longer than she herself wants to remember. So she has really been an absolutely extraordinary stand-out in making service opportunities available to Americans.

We are glad to have you.

Ms. MILTON. Thank you, Senator.

As I sat here today listening to the testimony and the comments from the Senators, I was really struck by the wisdom that this committee showed several years ago in passing the Community Service Act, because that gave us the foundation for which we can look to the models and look to the way that the infrastructure and framework has been set up, and we can build on that. So I want to thank you for your role in that.

Before I become executive director of the commission, I spent 10 years out in the field at the grassroots level developing a program for college students. Also, I wanted to get my own kids involved, and so I started a program for middle school students in the local schools. Through that experience and the experience I have had in the past year, working with a very talented bipartisan board of directors to help craft a national strategy, and through the field visits, public hearings, the 150 or more programs that we are funding around the country, I have drawn three major conclusions which I hope will be helpful to you today.

First—and I know we have heard this, but I think it needs stating again—a program which encourages community service is valuable for the Nation. I can speak from personal experience that community service can change lives; it can turn young people who are problems into resources for solving problems; it can motivate young people to do well in school and even to stay in school, and it can provide services that the community really desperately needs. And finally, I think it can help renew this country and heal divisions that we can only imagine.

Consider, Senator Wofford, in your State, Philadelphia. I went to visit the Philadelphia Youth Corps last summer when they had just completed 100 days of 100 service projects for that city. And the youth corps members there were so proud of the fact that they had gone into neighborhoods and worked with community members to turn vacant lots into playgrounds and had turned homes that had been deserted and unfit for anyone to live in into places where families are living now.

When I talked to the youth corps members, they also said that something else important had happened—that their lives had been changed, and in some cases saved. One young man told me how two of his brothers and his father had been murdered in the previous year over drug problems. He said that if it weren't for this program, he himself would probably not be alive.

In Boston—and I know you visited City Year, Senator—that is one of the eight model national service programs the commission is now funding and evaluating. Every day, people from all different backgrounds—black, white, Asian, Hispanic—work together, whether they are from the middle class or are down-and-out, and they work in teams to help serve their city. I have visited them and gone with them, and I have seen the impact that they can make in their communities.

For example, in the schools, they will do things in those schools that could not be done otherwise. They will tutor children who need help. They will help the parents learn to read. They will give the teachers a break and help them with many tasks. And they will do after-school programs that just didn't exist before and would not exist without their help.

So the first lesson is that it is needed.

The second is that we have enough experience now to know that the best Federal program is one that builds on and inspires the best grassroots efforts, and is not a top-down, large, federally-run program but one which can really encourage ideas and create a market-like competition for the programs, the participants, and the providers of technical assistance. So that the programs that we have seen today and the young people who are here, so those kinds of programs can flourish.

Third, we have learned to pay careful attention to the quality of service. We have to constantly evaluate and constantly ask: Are we really reaching a diverse group of young people? Is this really making a significant impact on their lives? Is it really providing valuable and measurable service to the community? Is it inspiring? Is it encouraging service on the part of those who are not directly benefiting?

It is my opinion that the Act before you does incorporate these lessons and provides you with the opportunity to create an entity which will have the impact on this generation that the Peace Corps had on mine.

The commission is now working with nearly every State to get more community service in at the elementary and secondary levels as well as at the college level. For full-time service, we are currently supporting corps across the country which are reaching more than 11,000 young people serving full-time. We are also funding eight models of national service, City Years being one of them, in which the people are performing full-time service in exchange for a stipend and a postservice benefit, very similar to what is contained in the new legislation.

We have today in the room several volunteers from Volunteer Maryland, which has coordinators in over 30 organizations across the State of Maryland—programs such as Habitat for Humanity, the Baltimore County Recycling Program, the Stop AIDS Campaign. These people are out there, helping to design volunteer opportunities so that other people in the community can become involved.

Early, I heard a question about how many people would we reach through this program. I think it is important to realize that while there may be provisions for having 25,000 who would be supported with stipends, in fact, each one of those people may bring in several hundred other people. That is what our experience has found, if they are used as coordinators in schools, or placed in community agencies.

So I think that through all of these experiences, we have learned that the community service movement has tremendous potential, and we need to take care in how it is expanded; we need to pay attention to quality.

In our report to Congress entitled, "What You Can Do for Your Country," the commission made several other important recommendations including that we should not create a massive Federal bureaucracy, but that instead the Federal role should be to support and encourage a continuum of service starting with children in elementary school and including senior citizens. There should be a mix of funding sources so the programs will have strong stakeholders in the community; and instead of blanket Federal support, local programs and State programs should compete for the funding. And finally, the participation should be voluntary, not mandatory.

Senators, you have an important opportunity before you today with this legislation. While the needs in our communities have never been greater, there is a once-in-a-lifetime opportunity to harness that energy that we saw earlier in this room and to meet, measurably and memorably, the critical social needs that are out there and to inspire a new generation.

Thank you.

[The prepared statement of Ms. Milton follows:]

PREPARED STATEMENT OF CATHERINE MILTON

I am honored to appear before you today to testify on behalf of the Commission on National and Community Service on the National Service Trust Act of 1993. The Commission is an independent, bipartisan Federal agency created by the National and Community Service Act of 1990 to support and enhance national and community service. As you consider this new, landmark legislation, I want to share with you the perspective, expertise, and insights gained by our Commission over the last year and a half in this specialized field.

In order to meet effectively the mandate issued by this committee to renew the ethic of service across the country, the Commission had to craft and implement a strategic vision that would weave service into the fabric of every American's life. In its early planning, the Commission identified three strategic directions: to encourage model programs; to stimulate the development of needed infrastructure; and to contribute to visionary, coalition-building leadership in the field. The Commission has made strides in each of these strategic directions. Based on personal experience and buttressed by the experience of the Commission's programs to date, the Commission's members are unanimous in their belief that service is a powerful tool to build character, change attitudes for the better, and instill a sense of community in the participants and the recipients of service as well as to provide services that are of measurable value to the community.

With approximately $150 million appropriated by Congress for fiscal years 1992 and 1993 combined, the Commission has funded and assisted new and existing community service projects in nearly every State, many of which feature elements that are included in the legislation proposed by President Clinton.

The Commission funds six models of national service programs that differ in structure and types of service but have in common the kind of intense, stipended service that is complemented by a post-service benefit. In addition, the Commission is funding dozens of youth corps that also provide participants with stipends and post-service benefits. These programs, the national service models and the youth corps, closely mirror the President's vision presented in the National Service Trust legislation.

The Commission also funds service programs along a continuum of both time commitment and age—full-time and part-time programs, programs that involve children in grades K–12, college and university students, and those for senior citizens. Following are examples of the kinds of programs that illustrate the reach of service:

Boston, Massachusetts: City Year is a national service model in Boston that is using Commission funding to almost triple its number of participants over a 2-year period. City Year was started and run for 5 years on private funding and will match the Commission expansion grant dollar-for-dollar with additional funds from the private sector. City Year participants range in age from 18 to 23 and come from diverse racial, ethnic, and socioeconomic backgrounds. Some corpsmembers are college graduates, and others joined the corps from street gangs. Corpsmembers take part in dozens of activities such as tutoring in schools, rehabilitating housing projects, cleaning up city parks, and serving as mentors to troubled youth. In exchange for 1 year of full-time service, they receive a $100 per week living allowance and a $5,000 post-service benefit which they can use toward payment for further education.

Concord, New Hampshire: New Hampshire is developing both State and substate corps programs with Commission funding. One is an out-of-school youth corps program run by the State for young people aged 16 to 21. Crews will build accessibility ramps for public buildings, conduct conservation projects with the Division of Parks and Recreation, and repair campsites operated by the YMCA. The New Hampshire Conservation Corps will operate a full-time summer youth corps engaging young people in activities including an archaeological project on the Connecticut River, a firewood delivery and weatherization program for the elderly, for handicapped individuals, and economically disadvantaged citizens.

Topeka, Kansas: The Kansas Office for Community Service received an operating grant and has made subgrants to six school districts and three community-based groups to implement community service programs. One of the subgrants, for example, went to El Centro, a well-established community center in Kansas City that is expanding its established youth academic enrichment programs. With the Commission funds, the center will begin a program called "Students as Teachers" where 100 high school students, on a one-to-one basis, will tutor children from the local public schools. Several of the school districts receiving grants are recruiting thousands of students into service, with disabled youths comprising nearly 10 percent of that figure.

New Haven, Connecticut: Southern Connecticut State University is expanding a mentoring project that pairs minority students at the university with a group of 14–18 year-old minority youth who are at risk of dropping out of school. Mentors make a 2-year commitment to their young people, providing both academic assistance and a supportive, personal relationship. Students are recruited from a variety of majors and will participate in a specially designed mentoring course.

Duluth, Minnesota: At Arrowhead Community College, over 135 students serve as mentors and tutors in the local tribal school and in an adult learning center. Courses related to literacy and the needs of local youth are also being developed through the departments of Multicultural Students, Human Services, and Ojibwe Studies.

The Commission's first report to Congress may provide valuable and timely assistance as you consider the future of the national service movement. The National and Community Service Act required the Commission to submit an annual report to Congress covering the programs that receive grants and to "advise the President and the Congress concerning developments in national and community service that merit their attention." The Commission's report, "What You Can Do for Your Country," presents the current state of national and community service across the country and makes recommendations for the future.

The Commission developed its report by drawing on the expertise of its Board of Directors, conducting extensive field visits, and holding hearings across the Nation that promoted dialog between policymakers, program coordinators, and youth participants in national service. The central finding of the report is that millions of Americans are engaged in community service, a term which refers to the full scope of service activities—full-time and part-time, unpaid and stipended. Community service occurs in free-standing organizations such as service corps, is integrated into schools and other community service organizations, and occurs on an individual basis. National service, the concept that is receiving much of the current attention, refers to a major, sustained full-time commitment, or the part-time equivalent, spread over a longer period and is a part of community service. The Commission estimates that 30,000 Americans are currently engaged in full-time national service.

In addition to the state of service in the field, the report offers a foundation on which to build an effective, high-quality system of national service. Among the major recommendations of the Commission are:

- National service need not and should not create a massive Federal bureaucracy. The Federal role should be to support, not to control. Any national service effort should build upon the existing State and local programs. A network of diverse, locally based programs would respond to America's great variety of needs and circumstances and to the variety of capabilities and interests of prospective volunteers better than a single Federal program ever could. It would also create a sense of local ownership of national service where the service was occurring and would build on the strengths of the country's many pre-existing service organizations. Parenthetically, the Commission's Board believes that the Commission itself, led by a voluntary, bipartisan board and currently staffed by approximately 25 full-time employees, demonstrates that a large Federal bureaucracy is not necessary.
- National service is part of a continuum of service. While national service is often linked to student aid and could help many students afford higher education, that is not its major raison d'etre. The rationale for national service is that it brings a new sense of community and civic responsibility to both the server and the served. The range of service programs should be extremely diverse, with ample part-time opportunities, so that besides college students it would also include youth corps members, elementary and secondary school students, mid-career professionals, and senior citizens. A community service movement that engages people throughout their lives has much more of a chance of transforming people and communities than does any single time-limited program.
- Service efforts should especially be strengthened in the educational arena. Elementary and secondary schools should, as part of their regular curriculum, feature courses that offer the opportunity to learn by doing service, and universities and colleges should offer opportunities for their students to do worthwhile service in their communities. Programs that link grades K–12 with institutions of higher education not only satisfy the educational needs of both populations, but also build leaders for the future. For instance, Temple University's School of Social Administration is collaborating on a project with the Philadelphia public schools in which graduate students and faculty are developing community service-learning programs for and with ninth graders. Not only do the younger students benefit from their college role models, but the program is providing service-learning training for both current teachers and future social workers.
- Participants should provide needed services not otherwise provided so they would not displace employed workers. Most participants would work in the areas of education, human services, public safety, and the environment. A study suggests that there are enough useful service assignments in these areas for more than 3 million full-time servers who would not displace employed workers or positions.
- The Federal Government should only fund a portion of each program. The rest of the funding for each local program should come from a combination of State, local, and private sources. Requiring that some funds come from local communities, both public and private sources, would ensure that they would become stakeholders, insisting upon high quality.
- Instead of blanket Federal support, local programs should compete for funds. Competition among local service organizations would stimulate a rapid rate of learning, innovation, and improvement. The challenge is not to pick a single program model but to devise a way of ensuring that programs emerge to respond to many needs and volunteers of widely varying background and interest. The best programs grow and spread while the worst ones improve or disappear.
- Participation in national service should be voluntary rather than mandatory. Requiring young people to participate in national service could be counterproductive. Participants are likely to be most committed and effective when they have made a positive decision to volunteer. If they don't want to do it, their involvement will be wasted.

The National Service Trust Act of 1993 is consistent with these recommendations. The act would create a decentralized federal presence which builds upon the experience and the programs that are currently underway. It would transform young lives by recognizing the power of educational institutions, grades K–12 and institutions of higher education. The act also would involve a variety of entities as sources of funds and as partners, including State and local governments, schools, nonprofits, and corporations. Finally, the act would create opportunities for voluntary, not mandatory, national and community service.

While the Commission has been moving quickly, important events have also occurred. Since the issuance of the report, the public policy debate has changed both in substance and in tempo. President Clinton has launched and the Commission is administering the Summer of Service, a new national service initiative that will engage 1,500 young people in an intensive, summer-long effort to meet the education, health, environment, and safety needs of children at risk in selected areas of the country. The President has laid out his vision of the national service system through the National Service Trust Act of 1993, calling for the creation of opportunities for full-time and equivalent service and for the creation of a new, Federal entity to coordinate these opportunities and build a national network of programs.

In response, the Commission's Board of Directors has been analyzing what it would take to meet those objectives in a way that positively, significantly, and cost-effectively affects the lives of participants and the communities of which they are a part. Just 2 weeks ago, at its most recent meeting, the Commission's Board of Directors adopted strategies that are necessary to advance a national service system and a broader community service movement on the scale envisioned by the President. While these strategies have been pursued by the Commission for the past 19 months, it re-emphasized the importance of: (1) developing the infrastructure required to ensure local program and system effectiveness in the national service system, and (2) developing the high quality program capacity needed for 100,000 full-time and/or part-time participants by 1997.

Both strategies must be pursued simultaneously to ensure an effective national service system. The challenge is to create a system that carefully selects only high quality programs and then supports them with value-added infrastructure.

Based on our research and experience, we believe a decentralized, community-based National Service System will work most effectively if certain key operating principles are followed:

- Ensure Quality Programs

    Quality programs should be rewarded; poor programs should be eliminated.

    Create market-like mechanisms and competition whenever possible. Let participants choose programs and let programs choose vendors for services.

    National service should stress quality above quantity. The number of participants should be driven by the quality of the programs, the proposals and the applications, and the demand for the services not by the amount of funds available. Turn the money back if the infrastructure isn't there to support the programs.

    Quality assurance is critical. Set standards, create market mechanisms, and carefully monitor and evaluate programs. Diverse program types should be encouraged, but common standards of performance should be applied to them.

- Develop the essential infrastructure/network

    Infrastructure should be built at several levels and include State capacity building, training, quality assurance, technical assistance, and evaluation.

    Building State capacity is a value-added activity: States are sources for additional funding to leverage Federal dollars, and the service programs integrated into State school systems have long-term impact and broad reach.

    Training is particularly important in building a national and community service system in that it develops the service skills of the participants and the leadership skills of those who will become the community service leaders in the future.

In its research and through its experiences, the Commission believes that through national and community service our Nation and its people can be transformed and that the ethic of civic responsibility can be strengthened and renewed.

The CHAIRMAN. Let me ask Mr. McEntee why the anti-displacement provisions are important in the national service bill.

Mr. McENTEE. Well, let me say first, Senator, that we feel very good about the bill, and we feel very good about the process because in the process, we were included; we were not excluded. We had numerous meetings with Eli Segal and those kinds of folks who worked on this and put together the beginning of the pieces of legislation, and we were able to bring to them our concerns.

It is important in terms of the anti-displacement language, and both of you would know, in terms of the condition of some of our States and many of our cities, particularly urban centers, due to budgetary cutbacks and lack of moneys. We have had attrition, we have had layoffs in terms of city employees, in terms of public sector workers. Many of those jobs, probably most of those jobs, are low-skill jobs, low-paying jobs. It is important, I think, to those kinds of folks. It is important to the success of the program because so much of it is at the local level that these young folks who come on do not displace the jobs or workers already on the job. I think it would be the beginning of the seeds of failure for this kind of program if in fact that happened. And we were able to bring those kinds of concerns to the administration as they started to put the bill together, and they accepted those kinds of arguments, and I think it is very important that they did.

The CHAIRMAN. Catherine, do you want to comment?

Ms. MILTON. Yes. I think that what we have learned at the local level is that it is also very important to involve people in the process.

We have also learned, and in both examples I gave you, they have built competition into it. In Philadelphia, it wasn't that they went out to do the service to a group that did not ask for it; instead, they had the community groups compete and say, "This is where we need you."

In Boston for City Year, they go into the schools that ask for them, and there are many more schools and teachers who want the help than there are city corps members available to help them.

So I think the two lessons we have learned are, first of all, to involve people in the process of planning—and I think having representatives working at the State level is extremely important—and second, to not go where you are not needed.

The CHAIRMAN. So your point is that the President's national service program is very sensitive to this kind of issue.

Ms. MILTON. Yes.

The CHAIRMAN. Let me ask you, Ms. Milton, how did you originally get involved in volunteering?

Ms. MILTON. In junior high school, we did a one-day service project in my church, and I was asked to help, and then the next year I went out and organized it and got about 100 children from the neighborhood to go out and do work for shut-ins. So it goes back very early.

The CHAIRMAN. Well, I think it is another example of the clear benefit and impact of getting citizens involved in service at a young age. I think service ought to be a life-long experience. We haven't discussed the wonderful things retired and senior volunteers are doing in their communities while receiving money only for out-of-pocket expenses. Senior citizens are also nurturing kids at risk in the Foster Grandparents program. All these programs are part of the bill. And the interest to serve as a senior can be sparked in one's early years.

As we have said before, this legislation will be an evolving process. I want to assure our friends that we will operate in good faith and make changes to make this bill still more effective.

Senator Wofford.

Senator WOFFORD. I want to highlight two of the many important things you have both said. One is the multiplying power of one service program to produce another or leverage another. Right here in this room we have the Pennsylvania Conservation Corps with its full-time corps members, who, with the Penn-Serve program that Governor Casey started and John Briscow and Don Mathis have led so well, have leveraged, and have produced what will probably be 8,000 young people in summer service programs in the State of Pennsylvania this summer. I think you are very right that adding to the full-time volunteer contingent, up to 25,000 people, and then building from there, will have a big effect on other summer service and part-time volunteering. This can establish a cadre of leadership which can have that effect.

Gerry McEntee, it is absolutely vital that the largest public service employees' union in the country be for this. Therefore, your support now and in the past, is a major factor in giving me a sense that we are going to achieve this. It would be ironic if this were not planned in such a way that those who perform national service every day in their careers were not in the lead, so I salute you for your role in it.

What we need to do is, exactly, inclusion. The carpenters' union in Philadelphia was brought in at the beginning of the West Philadelphia Improvement Corps. They sponsor the project, which uses high school dropouts to renovate homes for low-income people. A retired carpenter, Walt McCullough, has become a hero in the union because of the union's role with these young people. Four out of the first 12, I think, in the first platoon of youth corps members in that project, passed the apprenticeship program of the union. Inclusion from the beginning is key.

I have a question for you in terms of Secretary Babbitt's invitation to the imagination. Have you imagined the union itself responding to what, if this is put in place, will be an open-ended invitation to institutions in our society to say, "Here is a program that we will give the leadership of to young people, full-time, for a year?" Rich Trumka has been imagining, I am told, how they might do it with United Mine Workers, but you might be first in the country.

Mr. MCENTEE. He might need them now, when he is on strike.

Senator WOFFORD. Yes, he's a little busy today.

Mr. MCENTEE. At our first meeting that we had with Eli Segal and Jack Lew, when they mentioned the fact that unions would also be eligible for this and could forward programs, I almost fell off my chair. That is something that I have not heard in Washington, DC. ever since I have been here, and I have been here about 12 or 13 years—and that may coincide with some other things in this city. But we were tremendously pleased, and we are ready to do those kinds of things, and I think American labor, whether it is the Mine Workers or Steelworkers or whatever, would be tremendously excited over the fact that they would have opportunity to put forth programs to use this kind of very imaginative and very important program.

Senator WOFFORD. You were concerned about the transition for ACTION under this proposal. I wonder if Catherine Milton can speak to the commission's relationship with ACTION, which itself is a pioneer national service program—in fact, it was the original model for national service.

Ms. MILTON. Yes. We have had a fairly close relationship. The director of ACTION has been a very active board member and so has attended almost all of our board meetings. In addition, we are actually funding some of the ACTION programs through the commission's funds.

I would say that in general, they are a much larger agency—they have offices in all the States and all the regions—we are a very small agency, so in many instances we have had to draw on their expertise.

Senator WOFFORD. Do you see a future for VISTA, the Volunteers In Service to America, the original prototype?

Ms. MILTON. I do. I think VISTA is actually really like one of the models that we have been testing out in terms of its concept and its idea, and I think that there is such a long tradition and history of this that it would be important to build on that tradition and to strengthen it. And from working with college students, I think the idea of having a national, federally-run volunteer program would be good and would appeal to them.

So I think we should make efforts to improve VISTA and to keep it.

Senator WOFFORD. From your experience is 11 a good number for the size of the board of the new national corporation? That is fewer than you had on the commission board.

Ms. MILTON. I did feel 21 was a little large. My own view is that I think it is very important to include a variety of viewpoints, including a few young people. So my own view is that you may need to have around 13—but when you start to count the representative agencies you want, I wouldn't go any smaller than 11.

Senator WOFFORD. What about the concept of national recruiting, which is a part of this proposal, and the need to develop a leadership cadre for the expansion of service corps, because leadership is so crucial to these teams, troops, corps? What do you see as the way to develop the structure of leadership?

Ms. MILTON. Well, we are actually experimenting a little bit with that through the Summer of Service, where we have selected programs that are going to be picking 1,500 young people, and we are going to be working with those programs to train them, with the hope that they will become future leaders of the national service.

I think it is very important that most of the recruitment be done at the local level and that we work with programs to help them be able to reach out and recruit. But I also think that it is important to have some mechanism, either an "800" number or some nationally recognizable way, for people who are in one part of the country to apply and to be accepted and have the opportunity to move to another part of the country.

Those are the kinds of details that we are just now beginning to think about, but I think that for the most part, the local programs should be able to recruit and select the people they want, but that there should be a way for other people to find a way to get into the program if they want to.

Senator WOFFORD. Well, let me close my remarks today by saying that I have heard criticism that this proposed quantum jump in national service is too small, and some have said it is too large, and some have said it is starting too slowly, and some have said it is starting too fast. As someone who has been dreaming about how to bring this about and scheming about it for many years, I think what the President is proposing is just about right.

Thank you, Mr. Chairman.

The CHAIRMAN. Very good. Thank you very much. Your testimony has been very, very helpful.

[Additional material submitted for the record follows:]

PREPARED STATEMENT OF DONALD J. EBERLY

Mr. Chairman, it was in March 1967 that I first gave testimony to a Congressional Committee. It was the Subcommittee on Employment, Manpower and Poverty of the Labor and Public Welfare Committee. You and Senator Pell were among the members of the subcommittee. The subject was national service.

The main issue in 1967 was whether an inequitable system of conscription could be made fairer by introducing a system of civilian national service. In 1966, at the request of Burke Marshall and Harris Wofford, I had prepared a plan for national service for consideration by the National Advisory Commission on Selective Service.

That assignment had enabled me for the first time to spend full time studying national service. There were indications that it had potential well beyond its ability to reduce draft inequities and deliver needed services. We were beginning to see the value of national service in areas such as work experience, career development, self-esteem, and experiential education. We had anecdotes but little hard data in these areas.

Today we have what I consider to be compelling evidence of the ability of national service to deliver in each of these areas. In addition, we know that national service increases participants' awareness of the needs of others and we think it makes them better citizens as well.

The Congress recognized the promise of national service with its passage of the National and Community Service Act of 1990. President Clinton has taken a major step forward by asking the Congress for some $7 billion for national service over the next 4 years, by proposing to consolidate a number of existing service programs, and by offering greatly increased opportunities for service.

The question is no longer whether to proceed with national service; it is how best to proceed. Last fall I was approached by the Robert R. McCormick Tribune Foundation of Chicago regarding a conference on national service. I replied, "I suppose you want both advocates and opponents of national service." No, I was told, "we're convinced it's a good idea and we want to help move it forward." I learned later that I should not have been so surprised by their position on national service. One of the very few New Deal proposals Col. McCormick had supported was the national service program of the 1930s, the Civilian Conservation Corps.

I have been intrigued by the promise of national service for over 40 years. It looked like a good idea but there was insufficient evidence to prove it. Over the years of testing, research, discussion and reflection, I have become convinced of its value as sound public policy. Accordingly, I have tried to do what I could to place national service on the Nation's agenda, and to keep the idea moving in the right direction.

I am delighted to support the President's proposal and hope the Congress will act in the next few months to provide the necessary authorization and the full appropriation.

I would like to contribute to the forward progress of national service by offering 12 points that are relevant to your consideration of Mr. Clinton's national service measure.

1. By all means establish the Corporation for National Service. In its report to the National Advisory Commission in 1966, the Secretariat called for a similar body to administer national service. We had two principal reasons for doing so. We wanted national service to be somewhat removed from the political pressures typically found in departments of Government. And we recognized that it would be a mistake for an existing department to administer national service. The problem would be the tendency to simply fold the money for national service into traditional activities. A public corporation can maintain the essential features of national service while preserving accountability to the Congress and the American people.

2. Go forward with a large-scale Conservation Corps. The President's proposal correctly recognizes the importance of local decision-making in many national service

activities. However, a huge conservation deficit has accumulated since the Civilian Conservation Corps expired in 1942. The Departments of Agriculture and Interior, together with State departments of natural resources and a number of nonprofit environmental groups, could productively engage hundreds of thousands of young men and women in the next few years.

3. Recognize that there could be as many as 250,000 openings for national service participants within 6 months. Granted, it will take time to translate the total need for national service positions—estimated to be 3 million or more—into actual openings. Also, we have to recognize that the matching process is not a perfect one. To be on the safe side, there should be about three times as many openings as the number of participants to be placed in national service. All the same, it is clear from national service tests and research that if the country decided national service should expand more rapidly than the administration calls for, it could be done.

4. Redefine the clause in the Clinton proposal that calls for "improving the life of national service participants through citizenship education and training." The emphasis should be on the citizenship values that will derive from the service experience, not on the citizenship education to be administered to those in national service. National service participants will be exposed to just about all areas of public policy, from health care and abortion to environmental issues and prison reform. It will be important to stimulate their thinking in these areas by arranging for discussions with persons of various viewpoints and reflection seminars. However, we must avoid any semblance of a federal curriculum saying what should be learned from these experiences. Former Senator Paul Tsongas says that he went into the Peace Corps a Republican and came out a Democrat. We want a national service that will offer valuable learning experiences, but we don't want a national service that dictates the lessons to be learned from those experiences.

5. Recognize the differences among the array of service activities that tend to be lumped under the national service heading. National service is not a seamless web. In recent months, I have heard young people argue passionately for mandatory national service, only to realize that they were talking about 75 hours to be performed over the 3 years of compulsory schooling. There is a seam between a high school requirement and the service options open to young adults. There is another kind of seam between part-time service of 25 hours per year and full-time service of 2,000 hours per year.

6. Keep a close eye on the unit costs of national service. Its viability as a large-scale program will be severely curtailed if the cost per service-year exceeds $20,000, as it does in a few local programs. It can be administered for $12,000 per service-year, plus the educational benefit of $5,000. Yet we know that whenever Federal money starts flowing there will be entrepreneurs ready to go after it. There are experienced proposal writers who know how to respond in an appealing way to Requests for Proposals, and who will attempt to violate the intent of the law by funneling money to staff members and contractors at the expense of national service participants. This kind of thing can happen at any level, private sector and public, local and Federal. It is good to see that Mr. Clinton's plan would limit administrative costs to 5 percent of all grants other than planning grants. Before we rejoice too greatly, we will want to see just how "administrative costs" are to be defined.

7. Keep both eyes on the promise of national service, namely that it take its rightful place as a societal institution early in the 21st century. In his chapter in National Youth Service: A Democratic Institution for the 21st century, Michael Sherraden makes a convincing case for national service to take its place alongside education and work as an institution that will constructively engage large numbers of young people. President Clinton's plan builds on the National and Community Service Act of 1990. Similarly, the legislation you are now considering can be the bridge to national service as a societal institution, one that will greatly reduce the need for targeted programs because so many of the persons they would have been aimed at would be proceeding normally in national service.

8. Consider a system of universal registration in a few years. Convert Selective Service registration for young men to National Service registration for all young men and women. Challenge all young people to serve. Give registrants an information kit which describes service opportunities in both the military and civilian sectors. Over 99 percent of young men register with Selective Service. Universal registration will be the only way to reach many of the young people who can benefit most from a period of national service. It can be introduced in about 5 years, providing the resources are there to support the half-million or more volunteers who would come forward each year.

9. Foster global cooperation in the area of national service. Various forms of national service exist in a few dozen countries. It is being considered in several others. All of us can benefit from the exchange of participants and staff members. Under

a grant from the W. K. Kellogg Foundation limited to the Americas and southern Africa, the Secretariat has in recent months hosted National Service Fellows from Barbados, Costa Rica, Trinidad & Tobago, Argentina, Botswana and South Africa, and has sponsored two Americans to visit Trabajo Comunal Universitario in Costa Rica. Other countries where national service is either under way or under consideration include Canada, Nigeria, Zimbabwe, India, Papua New Guinea, China, Great Britain, France and Germany. Each of them was represented at the 1992 global conference on national service. With a tiny fraction of its budget, the Corporation for National Service can communicate and cooperate with national service programs around the world.

10. Don't let anybody talk you out of the President's proposal requiring organizations receiving national service participants to "pay 15 percent of the stipend and health care benefits in cash." A similar system was used in a national service pilot project conducted by ACTION and Washington State in 1973–74. We found that requiring sponsors to put up hard cash as well as to provide supervision and training led to reduced staff needs, lower costs, increased accountability, and greater linkages with community organizations. What happened was that organizations that couldn't afford the cash match raised it from labor unions, churches, businesses and fraternal organizations. As a result, the community organizations took an interest in the young people they were supporting and that interest led to mentoring relationships and job offers.

11. Recognize that there will be failures and be prepared to learn from them. Things went wrong with the old CCC. Things go wrong in the Armed Forces, even today. The lesson is: admit the mistake and improve the program as a result of it.

12. Keep service as the centerpiece of national service. I have noted earlier the additional benefits of national service which accrue to participants and to society. But these benefits derive largely from the service experience. Ten years ago Canada had a youth program called Katimavik which put at least as much emphasis on youth development and national integration as it did on service. The result was that Katimavik acquired a diffuse image among the public and that image—together with a change in political leadership—led to the demise of Katimavik.

In conclusion, Mr. Chairman, we need to recognize that national service is no less deserving simply because it does not attract big money to lobby for it, charismatic leaders to get it on the nightly news, or exhibitionists prepared to make a spectacle of themselves for a cause. The case for national service is based on a sensible recognition of our human and environmental needs and the role which young people can play in meeting those needs while becoming good citizens and leaders in the 21st century. I encourage you to permit the United States to realize the promise of national service.

Responses from Catherine Milton to Senator Kassebaum's Questions

1. In January of this year your staff prepared a paper entitled "Growth and Cost Scenario for National Service" for Board discussions by the Commission on National and Community Service. I found this document to be a very thoughtful and thorough examination of the potential for expanding national service programs. I would like to ask several questions based on a comparison between that document and the Administration's proposal.

The document presents a three year development period for a national service network--requiring a "dramatic growth rate, averaging about 50% annually." I am concerned about the rate of expansion proposed by the Administration--starting with 25,000 participants in the first year, increasing by 100% the second, an additional 50% the third and 33% the fourth year. How can a program expand so rapidly and maintain the quality which has exemplified the current programs of the Commission?

The Administration's firm commitment is to 25,000 participants in the first year, which is very much in the range that we estimated in our report. After the first year, growth will depend on the development of infrastructure and the quality of the field. The Administration has established broad and reasonable targets for growth, well within the range of possibility, but actual growth will depend on factors which cannot be predicted right now. Both the Commission and the Administration are strongly committed to ensuring that quality dictates the rate of growth rather than vice versa.

In the staff paper there is much discussion about folding in and building upon many existing federal programs including work-study, JTPA, Peace Corps, National Health Service Corps, welfare transition programs. This legislation does not attempt to incorporate these programs into the national service program--or to link them in any way. Do you believe that an expansion of national service which incorporates these types of federal programs is feasible?

In its other financial aid initiatives, the Administration has already proposed an expansion in the portion of work-study dedicated to the community. While this legislation does not specifically call for testing links with other federal programs, we anticipate that many of the programs funded under this legislation will indeed experiment with linkages to other federal programs. For instance, several of the programs that are part of the Summer of Service include links to JTPA programs and welfare transition programs. If these "experiments" prove successful, expansion will be possible within the Act.

In the staff paper, the program costs for an expansion of national service to include 100,000 participants is calculated to be $1.6 billion, $2.1 billion if

non-federal costs are added in. The administration's proposal will cost $3.4 billion by the fourth year--with 100,000 participants. Naturally, as a fiscal conservative, I like your costs better. If some or all of the strategies identified in the staff paper are implemented, can the costs of national service be significantly lowered?

The Act includes no specific budget authorizations for the out-years because the Administration has decided to allow the quality of the field, extent of the demand, and budget constraints to determine growth. We believe that the Administration's year-by-year determination of growth is prudent and will keep costs to a minimum. In 1997, the number of participants could be considerably higher or lower than 100,000, and costs would differ accordingly.

2. The Commission was established to "experiment" with various models of national service--and has been very successful in implementing a wide variety of community service programs. Has the Commission determined that the model of national service embodied in this legislation is the most effective method of achieving the goal of cultivating a life-long commitment to service? Is there any documentation to support this assumption?

The Administration has worked closely with the Commission in developing this legislation. As a result the legislation draws heavily from what we have learned over the past year and a half from our experiences. The decentralized model embodied in the legislation closely mirrors the design we called for in our annual report What You Can Do For Your Country. The conclusions in this report were drawn from what we have seen in our own programs and learned from the studies and observations of others in the community service field. It is important to remember, however, that national service, as defined by this legislation, is purposefully new and different from anything ever tried before. It builds on the best that is out there and then attempts to take it to the next level. No study will tell us if the design we have can or can not be improved. Only experimentation and adaptation will allow us to develop a national service system that results in the majority of Americans developing a "life-long commitment to service."

RESPONSES FROM SECRETARY BABBITT TO QUESTIONS SUBMITTED BY SENATOR NANCY LANDON KASSEBAUM

1. President Clinton included $394 million for the national service program in the investment proposal portion of the budget he presented to Congress. How does the proposal fit into the overall budget and the Congressional spending limits? Is this spending to be added to the budget deficit?

Answer: As you know, the President and the Congress have agreed to a plan that will reduce the deficit by $500 billion over the next 5 years. The President fully recognizes the need to maintain fiscal discipline, and the Administration is working with the two Appropriations Committees to determine how to accommodate the President's investment priorities within the discretionary limits established by the Congress.

2. The President has recommended no increase in the Pell grant program, which has been severely under-funded for several years, and a cut in the work study program which has helped many students earn their way through college. For the funds requested in this proposal, many more students could get help paying for education and training through the Pell grant program, the Perkins Act, and other existing federal programs. In light of that, is the creation of a national service program to pay for educational expenses the best use of our limited education dollars?

Answer: National service is not simply an education program. It is a program to meet national needs, to train young people, and to build on an ethic of service within our Nation. As such, national service should not be thought of as "coming out of Pell grants" any more than they would come out of job training programs under the Job Training Partnership Act. National service is a priority because it will meet a variety of pressing national needs.

The Administration remains strongly committed to needs-based financial aid, including the Pell Grant program. In his economic stimulus package, the President requested $2 billion to eliminate the Pell Grant shortfall, and again has requested that money in the 1994 budget amendment. The national service initiative is a supplement and complement to need-based aid, not a replacement.

3. The rhetoric surrounding this legislation emphasizes national service to pay for college educations. Secretary Reich recently stated that only 25% of those entering the work force in the next century will need a college education, while the other 75% will need highly technical skills training. How does this legislation meet the needs of non-traditional students and people who want technical skills training?

Answer: The program will be available to Americans of all backgrounds and education levels, and the educational awards will be usable for many different kinds of post secondary education. There is no upper age limit, and part-time service will be possible. Those participating in service will learn valuable skills such as construction, taking care of the elderly, and restoring parks. The educational award may be used for past, current, or future education at any post secondary education institution participating in the student aid programs under title IV of the Higher Education Act, including trade and vocational schools.

The CHAIRMAN. The committee stands in recess.

[Whereupon, at 12:50 p.m., the committee was adjourned.]

MAKING A DIFFERENCE: DOMESTIC VOLUNTEER SERVICE PROGRAMS

TUESDAY, MAY 18, 1993

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS, AND ALCOHOLISM,
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:07 a.m., in room SD–430, Dirksen Senate Office Building, Senator Dodd (chairman of the subcommittee) presiding.

Present: Senators Dodd, Wellstone, Wofford, and Durenberger.

OPENING STATEMENT OF SENATOR DODD

Senator DODD. The subcommittee will come to order.

Let me welcome all of you here this morning for this meeting of the Subcommittee on Children, Family, Drugs and Alcoholism. Today's hearing is entitled, "Making a Difference: Domestic Volunteer Service Programs." We have a very distinguished group of panelists who will be testifying this morning, but before turning to our first witness, I'd like to make a brief opening statement.

There are very few subjects we have heard more about in these last few months than national service. The President has challenged all of us to renew our commitment to service and to improving the lives of others.

Just 2 weeks ago, a bipartisan group of Senators joined together to introduce the President's national service initiative—and I am proud to have been one of those Senators—the National Service Trust Act of 1993. This legislation establishes a new framework for our Nation's service efforts. A new Corporation for National Service will spearhead and coordinate Federal efforts. The Corporation is built on the foundations of several existing Federal programs—the Commission on National and Community Services and the ACTION Agency, which administers the domestic volunteer service programs.

The important work of ACTION and of the Commission will be continued and enhanced under this Corporation. President Clinton proposes to provide national service opportunities to some 25,000 Americans in 1994 and as many as 150,000 by the year 1998.

The VISTA program will nearly double in size, and the Older American volunteer programs will receive increased funding and be eligible to apply for additional grants from the Corporation. Most importantly, the President proposes to motivate a new generation of volunteers by providing a postservice educational benefit of $5,000 for each year of service. This will enable thousands of young Americans and others seeking additional training or education to obtain these skills.

Our focus this morning is not, however, on those who will serve, but on those 500,000 Americans who already do serve through the domestic volunteer service programs—the Volunteers in Service to America or VISTA program and the Older American Volunteer programs which encompass the Retired Senior Volunteer Program, the Foster Grandparent Program, and the Senior Companion Program.

For nearly 3 decades, these programs have been the foundation of our Nation's community and national service efforts. Since 1964, VISTAs of all ages and backgrounds have worked as full-time volunteers in mobilizing the resources of local communities to address the issues affecting Americans living in poverty. From improved health care facilities and day care centers to employment training and business development, VISTAs are addressing the real issues that plague far too many of our impoverished communities.

The Older American Volunteer programs tap into one of our Nation's most valuable and underutilized resources—our older citizens. The Retired Senior Volunteer Program sponsors projects around the Nation that provide retirees with the opportunity to volunteer. RSVPs serve in every capacity one can imagine—in hospitals, nursing homes, schools, in youth mentoring programs, and in environmental conservation.

The Foster Grandparent Program links willing, loving and capable older volunteers with children with special needs. The Senior Companion Program provides support to the frail elderly in the person of another senior.

From healthier children to improved housing, the legacy of the domestic volunteer service programs is better lives for thousands if not millions of Americans.

It is on this record that we will focus today. Our first witness, Peter Edelman, will provide testimony on the President's National Service Trust Act as context for our discussion of the domestic volunteer service programs.

Our first panel of witnesses will highlight the work of three VISTA volunteers with three very different projects—from a community-based credit union in Brooklyn to a health clinic in Connecticut.

Our second panel highlights the work of participants in each of the three Older American Volunteer programs—a retired senior volunteer from Pennsylvania who assists nonprofits in financial matters; a foster grandparent from Baltimore, MD who works in a Head Start center, and a senior companion from Worcester, MA, who is accompanied by her client's daughter.

These are just examples of the more than half a million people who are out volunteering, serving our country.

Senator DODD. Peter, it is an honor and a privilege to have you here with us this morning. I make no bones about it—Peter is a good personal friend. We have known each other for many, many years, and I have a high regard for Peter and his family whom I have also come to know and respect greatly for their work.

I appreciate your being with us this morning to share with us your thoughts on the President's national service initiative. I know you feel as strongly as I do that as we talk about national service we do not forget current efforts. We have fought very hard over the years to see to it that these good existing programs continue, and today we must be sure they are not lost in the shuffle as we look to develop a new structure for our national service efforts, but rather that they are incorporated very directly and the made the foundation of this new beginning.

So with that note, we welcome your testimony and any supporting documentation you have for the record.

STATEMENT OF PETER B. EDELMAN, COUNSELOR TO THE SECRETARY, U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES, WASHINGTON, DC., AND SENIOR ADVISER, WHITE HOUSE OFFICE OF NATIONAL SERVICE

Mr. EDELMAN. Thank you, Senator.

I am delighted to be here and honored to be able to offer this testimony to you as the chair of this subcommittee. I appreciate the personal remarks, and I would just respond in kind by indicating, both to you and for the record, my respect and admiration for all the work that you have done for such a long time on so many issues in this subcommittee relating to children and family, and working in Latin America, and many other things.

With your leadership, I know that the kinds of things that the American people elected President Clinton to do are going to come to pass in partnership between the Senate, the House, and the executive branch.

This is a very exciting time for all of us who have hoped and worked for a major national service initiative for such a long time. And with my own involvement, I am just personally pleased to have played a part and to have the chance to present these views.

As you have indicated, Mr. Chairman, the point of this legislation that the President has proposed is really to call for a new ethic of service in America. It is not just to get enacted a new proposal to involve a new kind of national service volunteer; it is to see that there is reenacted and strengthened the programs that we are here today to discuss, and indeed, through all of that, to multiply and to encourage really an ethic of service, even in a broader way, among millions of Americans all over this country.

The response to the President's call, I think, has been overwhelming, as we see people writing in, calling in, and what they say to people in the media. The President has really struck a resonating chord, I think, with the American people, and I think they are really ready to give something back to this country for what it provides for them.

It is part of a long and honorable tradition. We have had service in this country for a very, very long time. It has been bipartisan. It has been nonpartisan. And in this proposal, we very much want to continue in this way. We build in this legislation on not only the ACTION Agency, not only VISTA, but the tradition of the CCC, the tradition of the Peace Corps, and especially the recent tradition of the National and Community Service Act and the Commission, which was formed with bipartisan support—Senator Durenberger was an important supporter of that as well.

I think that the Commission has done just a remarkable job, along with the ACTION Agency, in preparing the way so that we could be here today with this very serious proposal.

Mr. Chairman, you have outlined, really, in your opening remarks essentially the way in which the larger national service proposal would work. I might say that I don't think you mentioned the income-contingent loan part of it—and that really is part of it. It is not before this subcommittee and indeed is not our business today, but a key point here is that if young people, or people of any age, who borrow to get a higher education, can pay back on a basis that is keyed to their income so that they aren't stuck with rigid repayments, then they can have a chance to take, on their own, a low-paying job that performs community service in one way or another. So that is a key part of this whole initiative.

Then, in the National Service Trust Act itself, over a period of years, if you begin to add up, we'll be talking about literally hundreds of thousands of Americans in a fairly short time frame who will be enabled to serve and reduce educational benefits in return for serving. So that is a very, very important initiative. At 150,000—you mentioned that number, Senator—the National Service Trust Act will involve almost 10 times as many people as the Peace Corps involved at its largest. So it is a major initiative, and it really is going to take a lot of doing.

The way in which we are going to be able to do this is to rely on local initiative, not to create a big Federal bureaucracy. This is really an idea to give programs and people at the local level the flexibility to meet the goals.

We are talking about a total commitment to diversity here, and I think that is so very important, in terms of race, ethnicity, urban, rural, age, gender, and especially economic diversity, so that Americans will be able to participate and do national service at any time in their adult lives, either full- or part-time, before or after they have gone to school. They can get the benefit to pay off loans, they can get the benefit and use it to go to school thereafter, and as you mentioned, Mr. Chairman, it is a $5,000 a year postservice educational benefit.

We are talking about a broad vision of service—education, human needs, the environment, public safety—so we can see service roles that are really as broad as the grassroots ingenuity in our great Nation can make them, whether it is Head Start, which is a matter dear to this subcommittee's heart; community clinics; safe places for inner city kids to go after school; working with older people, disabled people; environment, recycling—it's a long, long list, many, many things.

We are very clear that these programs need to meet community needs, they need to improve the lives of participants, and when I say participants, I mean at both ends. This is life-changing stuff we are talking about here in terms of the service that is done, the people who receive the service and the people who give the service. And of course, those who participated in the Peace Corps—Senator Dodd, I was so moved by your remarks last Friday at the memorial for Robert Kennedy as you described being down in the Dominican

Republic as a Peace Corps volunteer when you received the news of his death—it is that kind of life-changing experience that you had that we are talking about in this program, for both the people who give the service and the people who receive it.

We are talking about a competition for the dollars. Nobody is going to be guaranteed the dollars. We are talking about quality standards, performance goals, and independent evaluation.

Now, the framework which comes to our business here this morning is a new Federal Corporation for National Service. The proposal is to combine the Commission on National and Community Service and the ACTION Agency, both of which I mentioned earlier, into this new Corporation. The idea is that there will be flexible personnel policies, there will be a bipartisan board, and with that kind of approach, with an 18-month transition period to work out the details in terms of exactly what functions will be transferred over and all the rest of it, we can come to a merged, combined, enhanced entity for the mission of supporting service activities.

We will also take in in the program the K through 12 service learning provisions of the current National and Community Service Act; I think it is very, very important to strengthen those efforts in our schools, to get service into the curricula.

As you noted, Mr. Chairman, the proposal increases the support and really makes very concrete the President's commitment to increase support for VISTA and all of the Older Americans programs, adding $10 million for next year for those programs, and the Act reauthorizes the Civilian Community Corps and the Points of Light Foundation.

So I would close as I began. This is really about inspiring an ethic of service in Americans of all ages and political beliefs. President Clinton's hope is that Americans everywhere will really be inspired to contribute more and take a greater measures of personal responsibility for addressing our pressing national problems.

I'd be happy to answer questions. I have really just given you a very quick, bare-bones, but with the basic assurance and commitment to the maintenance and really strengthening and enhancement of all the programs that are part of the ACTION Agency.

[The prepared statement of Mr. Edelman follows:]

PREPARED STATEMENT OF PETER B. EDELMAN

Mr. Chairman and members of the subcommittee: Thank you for the opportunity to testify today. I am here representing the White House Office of National Service. This is an exciting time for all of us who have hoped and worked for a major national service initiative for such a long time, and I am personally pleased to have the chance to appear before you.

President Clinton's call for a new ethic of service in America in his Presidential campaign and in his announcement of the legislation in New Orleans mark this vital matter as a signature item of his administration. The response to his call—last year and now—has been overwhelming. The President struck a resonating chord with the American people. They are ready and eager to give something back to our great country for all it provides. They are prepared to take individual responsibility to play a role in solving our national problems.

Service has a long and honorable tradition in our Nation. From William James' denomination of service as the moral equivalent of war, on through the CCC, the Peace Corps and VISTA, and continuing with the recent resurgence of interest in service among young people and the 1990 enactment of the National and Community Service Act, President Clinton taps a ready reservoir of interest and commitment when he calls on Americans to serve.

The translation from prophecy to program will begin shortly with a Summer of Service. Over a thousand young people from all backgrounds and varied parts of America will work on the shared theme of children at risk. For some the activity will be to bring a summer of learning to children who need extra help. For others the mandate will be outreach to see that children get health care including immunizations. Others will help bring children to greater awareness of the environment, and involve them in efforts to clean up waste. And still others will have assignments that assist in enhancing public safety and seeking to reduce violence.

We hope the President's larger, long-term program gets under way next year. Last week, the President sent Congress the National Service Trust Act of 1993, and in the next few years the act will offer hundreds of thousands of young people help paying for school in return for work our country needs. The act will not create a big bureaucracy—instead relying on local initiatives, and giving programs and people the flexibility to meet the program's goals.

The program reflects a total commitment to diversity of race and ethnicity, urban and rural, age and gender, and especially economic diversity. Americans will be able to do national service at any time in their adult lives, before or after school, full-time or part-time. At the end of their term, they will receive $5,000 educational awards, usable for the full range of post-secondary programs, including job training, college, and graduate schools.

The contemplated service is broadly defined: education, human needs, the environment, public safety. Within these rubrics, the roles can be as broad as grassroots ingenuity in our great Nation can make them. One can foresee participants working with young children in Head Start centers and older children in schools, working in clinics both urban and rural on outreach for immunization and other health care, helping to provide safe places where inner-city kids can go after school to study and be in organized recreation leagues, recycling waste and cleaning up pollution, planting trees and beautifying our national parks. The list goes on and on: family literacy, working with and alongside the elderly in many different ways, enabling developmentally disabled children to participate in community-based activities, mentoring, helping with runaway youth, working in schools on service-learning.

While there will be a great deal of flexibility in developing service programs, there is equal clarity about what programs must do: meet community needs, improve the lives of participants, and not displace existing workers. The act requires every project to meet quality standards, develop performance goals, and undergo independent evaluations. Programs will be selected on a competitive basis at the State and Federal level, and no program will ever be guaranteed Federal dollars. The initiative is designed to support what works best at meeting the country's most pressing needs.

The act builds the same spirit into a new Federal Corporation for National Service. This government corporation will combine two existing independent agencies, the Commission on National and Community Service and with flexible personnel policies and a bipartisan board, the Corporation will be able to remain fixed on a mission of supporting superb service.

Funding for the new initiative is proposed to begin at $394 million, which will allow 25,000 young people to participate. While the administration has requested more funds in later years—and we hope to see 150,000 participants in 1997—we want the program to grow at the best pace, not necessarily the fastest. The legislation that the administration sent Congress yesterday reflects this interest by requesting "such sums as may be appropriated" rather than specific amounts for the out-years.

The act reflects the President's support for service by all Americans, at all ages, in all forms. It will build on and strengthen the K–12 service-learning provisions in the current National and Community Service Act. It will support the Older American Volunteer Programs and VISTA Program, which have quietly done good work for many years. And the act will reauthorize the Civilian Community Corps and Points of Light Foundation.

The President is committed to inspiring an ethic of service in Americans of all ages and political beliefs. His hope is that Americans everywhere will be inspired to contribute and take a measure of personal responsibility for addressing our pressing national problems. This is truly a fulfilling moment for those of us who have dreamed about the possibility of a real commitment to national and community service in this great country.

Thank you for the chance to share these thoughts with you today.

Senator DODD. I thank you very much, Peter.

We have been joined by our colleague from Minnesota who, as you pointed out, is one of the original sponsors of the legislation.

We are delighted you are with us this morning, Senator Durenberger.

Senator DURENBERGER. Thank you, Mr. Chairman.

I have an opening statement which I would appreciate being made part of the record.

Senator DODD. It will be.

[The prepared statement of Senator Durenberger follows:]

PREPARED STATEMENT OF SENATOR DURENBERGER

Mr. Chairman, I want to begin by thanking you for scheduling today's hearing regarding the future of ACTION and its role in President Clinton's National Service proposal. As you know, I am a cosponsor of that proposal and have pledged to do my part to help build the kind of bipartisan support it will need.

As you also know, I have been a long-time supporter of ACTION—and of its volunteer programs. And, although there are some important policy issues I believe we must address, I'm generally supportive of merging ACTION and the Commission on National and Community Service under the new Corporation on National Service that the President has proposed.

I'm especially pleased, Mr. Chairman, to help welcome a Minnesota witness to today's hearing—Kathleen Wilken, who is a VISTA volunteer with the Minneapolis Way to Grow program.

Kathleen's testimony is important, not just from her standpoint as a VISTA volunteer but because of the significant contribution that Way to Grow is making to a more rational and effective way of delivering services for families and young children in the city of Minneapolis.

Kathleen also represents not only a very strong program of recruiting and placing VISTA volunteers in Minnesota, but also a very strong set of Senior volunteer programs and, I believe, one of the best records of non-federal support for the RSVP program of any State in the Nation.

I point with some pride to my own State's experience, Mr. Chairman, because today's hearing is a good opportunity to be reminded of the important contributions that ACTION's programs are already making.

I hope we recognize those contributions by reauthorizing those programs, and by making sure they have the tools and financial resources they need to keep up the good things they do in communities all over America.

But, I also hope, Mr. Chairman, that we take the time to make sure the merger of ACTION and the Commission on National and Community Service isn't just a merger on paper.

And, I hope we use this opportunity to use what we've learned about delivering high quality volunteer programs through ACTION over more than two decades—with the need for a 1990's respect for the kind of grassroots and decentralized management and prioritizing that we presumed in creating the Commission in just 3 years ago this fall.

I also believe we should use this opportunity to gain whatever efficiencies and cost savings we can from this merger.

Significant resources are now going to support the infrastructure of ACTION in each State all around the country.

And, under the proposal, each State will also have a commission to make grants and generally oversee the various service programs we authorize.

How those two parallel sets of infrastructure relate and are coordinated will be very important. I'm not suggesting at this point that we abolish one or decline to authorize the other. But, I do ask that we consider how we get maximum coordination between those various programs and how we get maximum bang for our buck.

Thank you again, Mr. Chairman, for your leadership in calling today's hearing. I look forward to working with you to not only reauthorize ACTION and its programs, but to do that in a way that makes ACTION an even more vital partner in drawing out the volunteer time and talents that our communities so desperately need.

Senator DURENBERGER. In the statement, I highlight all of my involvement over the years, and then I highlight the personal commitment I have made to help the President and everybody here make this successful. And my commitment has been nurtured by Eli Segal and Peter and a lot of other people—Peter, you should know, is from Minnesota and recognizes the kind of roots that make us volunteers by spirit in all of this.

But if I may, I would just accent the importance of the sort of grassroots nature of all of this and then the decentralized nature of it, and I guess I have some questions that relate to why you decided to cut out certain regional offices, but not State offices, and things like that.

But the real question I'd like to ask, over the 30-plus years of your own experience with this, is, isn't the essence of this is matching up people with resources and people in need? I may be exaggerating a little—but isn't that the essence of what organizing this around an ACTION or a VISTA or the programs in Minnesota that Kathleen is going to talk about, the Way to Grow programs, and so on—is all about. So the concern that I have, is that most of us live in communities that are resource-rich, but full of people with growing needs, and the problem is always how do you bring them together. And I wonder if you wouldn't tell us, maybe comparing where we are today as Americans, and our sense of community and our sense of responsibility for each other and the things that get in the way of discharging that because we are busy providing for our own needs and so forth, what linkages between people in need and people who are willing to satisfy those needs should we be looking at in the 1990's, that we might not have been looking at back in the early 1960's? And in this change and in the concept of the Corporation for National Service and so on, are there some messages for us to read about the difference between volunteering and community and things like that today from what they were 30 years ago?

Mr. EDELMAN. I hope we have learned something over the last 30 years, Senator. It seems to me there was—despite the Peace Corps, despite VISTA, which of course, are initiatives of the 1960's—there was something of a mythology if not a reality in the 1960's that we could solve all our problems if we just had enough Government programs.

I believe very strongly that we have to have public policy, and I know both of you do, to solve the problems that we have in this country. We have to have the involvement of Government. We have to put our tax dollars to work for the American people.

But I think one of the things that we have learned is that the kinds of problems we face did then, but especially do now, require the responsibility and the involvement of all of us, at all levels, not just the public sector and all levels of that, but in the business community, in our churches, foundations, civic leaders, and most important, individual people taking responsibility. And related to the notion of individual people taking responsibility is the idea that you touched on, which is to build and rebuild notions of community.

We have kind of an American mythology—and it is an important value, but we tend to maybe overstate it—which is that we all make it as individuals; that this is a country where if you just work hard enough, you make it. And that is certainly important; it is critically important. It is in fact a sine qua non that one work hard and take responsibility for himself or herself. But we all stand on the back of somebody else. We all are building on what we got from our parents, but not just our parents. What we get in the larger community, what happens in the schools, what happens in terms of our neighborhoods, whether there is organized recreation, the responsiveness and supportiveness of our churches, adult mentor figures in our lives—so many different ways in which our individual success really depends on the support of and being part of a larger community.

I think we have kind of lost that. I don't know where it happened or how it happened, but we need to find it again. And this legislation is really about all of those things. I hope no one sees a paradox here, because we are talking about enacting Federal legislation. But this is enabling. This is not creating a Federal bureaucracy. It is going to be very small. This is not creating Federal employees. This is unleashing the engine of our Nation, the engine of our communities, and the engine of our people. And there is a difference, I think, between serving as an individual on a voluntary basis, without pay, a few hours a week, in addition to our regular work or our regular school, all of which is absolutely essential, everybody should do it—everybody should do it—but there is a difference between that and being involved on a sustained basis, on a full-time basis or a very, very substantial part-time basis, but especially a full-time basis, over a period of a year or 2 years. That is different. Anybody who has been in the Peace Corps or who has been a VISTA volunteer can tell you—and indeed, of course, we have that experience here in this room—can tell you that the immersion that is involved in that is totally different from going and doing something worthwhile 3 or 5 hours a week, both in terms of the impact that it can have on the lives of people who are served and in terms of the life-changing impact on the server.

So that that is what we are about here, I think, and I would see a multiplier effect, I would see a ripple effect. That's the way this should work is that whatever the concentric circle, the first concentric circle is of the consequence of the number of people who can be full-time volunteers in this program. It just radiates out. It just has a ripple effect and a multiplier effect throughout this country.

So I see enormous potential for the effects in terms of change and commitment in our schools, in our communities. I mentioned in my statement that one thing I have been thinking a lot about is what happens to kids in a poor community after school. They have no safe place to go. There is this enormous violence out there in our streets. Can we, through this, create—and this is only one of many things—but can we create safe places for kids to go in the afternoon, where they can have extended learning, where they can have recreation, where they can have role models and where they can have safety?

That is just one of 50 or 100 things that we could think of, but that is what I think this is about. I think the question that you ask just goes to—as you can tell from the length of my answer—goes to the very, very heart of what we are doing here.

Senator DURENBERGER. Thank you.

Thank you, Mr. Chairman.

Senator DODD. I would say on that last point that in fact it does work, and you picked an example, I suspect, not just out of thin air. One of Peter's sons started a very successful summer program in New Haven, CT with a group of college students as senior counselors and high school students as junior counselors for disadvantaged youth; this effort was supported by the private sector along with the city, and some Federal dollars. It wasn't just a question of working with kids for a couple of hours. They literally set up a project that operated 24 hours a day giving these kids a safe place to go. It involved tutoring and often educational efforts, but also enriching experiences like day trips to Philadelphia and New York, and dramatic productions. They did a whole series of things that made the few months of that summer in New Haven extraordinary and the reaction of these kids to be able to have a place that was safe, where someone was there continuously for them, is just remarkable. Fortunately, I believe, the program has gotten more funding for this year. I don't mean to dwell on this one example, but it really does work.

If I can, let me raise a couple of practical questions with you in terms of how this law will work. And I know you are, and I am, too, very interested in seeing this succeed, and I also want to make sure we don't overlook the efforts of some awfully good people who have committed tremendous time and effort to the existing programs. There is, as you might well imagine, some anxiety within that community about where this is all going to go, and concern that we do not need to reinvent the wheel in many areas where we have talented and committed people.

There is a reference in the legislation to VISTAs being eligible for educational benefits only if a certain number of other national service slots are filled. I wonder if you could comment on the conditions under which VISTAs really will not be eligible for this tremendously important benefit.

Mr. EDELMAN. Senator, I don't think that is going to be a problem. That particular provision is a very, very low-level threshold. First, let me say that once this threshold, which I'll describe in a minute, is met, then the VISTA volunteer would be eligible, unlike at the present time, either for the current VISTA postservice benefit or the national service postservice benefit, which is, of course, higher. So that once this threshold is met, the VISTA volunteer will be rewarded more and commensurately with the national service volunteer, but more than is the case at the present time.

What the bill says is that there needs to be a two-to-one minimum ratio between the number of national service slots—forgive the bureaucratic jargon—the national service slots and the VISTA slots before this choice will kick in. As you know, we have approximately 300,000 VISTA slots at the present time. That would mean that there would have to be 6,000-plus national service slots as a minimum. The notion is not to have the danger of dissipating the national service benefit if the whole program is too small.

Now, we are asking for 25,000 national service slots the first year, and this ratio is met and then becomes just a forgotten matter once the national service slots reach approximately 6,000, or whatever that two-to-one ratio is. So it is really just a very small failsafe that is built in there at the threshold, and it is to protect the resources of the national service program if they somehow come in at a much smaller level than we anticipate. And I hope it won't be a problem at all, because we anticipate starting, as I say, at a much larger level.

Senator DODD. That's encouraging to hear, and we'll obviously follow that carefully, and any assistance we can be in that regard, we stand ready to serve.

The new State commissions and the current State ACTION directors—there is some concern as to how these two entities will work and what their roles are. Do they overlap, is there some conflict there, or is it envisioned that one or the other will be responsible to a larger extent?

Mr. EDELMAN. The State ACTION director would be succeeded by—and in some cases might well be the same person, or involve some of the same people—by a State office of the national Corporation. I don't want to confuse the point here. There will be a State office of the national Corporation, and there will be the State mini commission which is created under this legislation. So two separate office within the State, one that is connected to the State Government, which is the mini commission, and the other that is part of the Federal Government, which is an office of the national Corporation.

Now, VISTA would continue to be run by the national Corporation, through the State offices, as it is right now. So there wouldn't be any change in that, but there would be a very close connection between the national Corporation, and especially through its own office located in the State, and the State mini commission. The way we have this structured, a Federal official—that is, somebody from that State office of the Federal Corporation—would be a member of the State mini commission, so they would work very, very closely together, and I would expect there would be cross-referral back and forth—an organization that comes in and asks for slots might well be counseled to go to the State office of the Corporation and ask for a VISTA slot or slots, for example.

So what we have here is continuity and then building in coordination and cooperation.

Senator **Dodd**. I appreciate that. It sounds a little confusing with all these various offices around, but I appreciate that distinction, and we'll obviously want to watch that carefully as well.

The child care benefit—I wonder if you could explain how it will work and whether VISTAs will be eligible for this benefit.

Mr. **Edelman**. In the program as it is drafted—of course, VISTA has its own health care program, and the national service volunteers would be eligible for health care benefit—as it is drafted, the VISTA benefit is not changed to add child care at the present time. There is no other Federal or federally supported program like this that has child care benefits in it right now, so we are breaking new ground in the national service program with the child care benefit, and we are certainly open to putting that into VISTA as time goes on, but it is not in the proposal that we have here.

Senator **Dodd**. We are very interested in that and may want to talk to you about how we might provide VISTAs with this benefit, or at least begin to phase it in. There is great interest in that, as you well know.

Mr. **Edelman**. You, of course, have led the way on child care, so I am not surprised.

Senator **Dodd**. Well, I have had some help from someone you know rather closely, and I expect we'll have a good ally in this subject when we get to it.

One of the central thrusts of the initiative is to capitalize on existing expertise in the field of national and community service. You have touched on this already, and I raised it in my opening comments, but I'd like to have you address it again, if you could, and that is how do we ensure that the devotion and expertise of existing ACTION staff is not lost under the restructuring of the agency. And again, I don't want to overemphasize this; there is simply a concern that ACTION and its programs have been overlooked and that somehow they are going to be lost in the shuffle rather than be appreciated for earlier efforts. So I wonder if you might just offer some words of assurance on that.

Mr. **Edelman**. I think it is very important that we have that out on the table and that we talk about it. Let me just back up one step. When we were designing the program, we had a lot of conversation about what relationship it should have to ACTION, and I certainly felt—and a lot of us felt, and we talked very widely and consulted very widely—that you really had two choices. One was to bring it on in, as we have, and make it part of the action—I keep making that bad pun—and involve it; or, leave it on the sidelines. You would protect it, and it would have everything it had, but it would be on the sidelines. Well, leaving it on the sidelines, it seemed to many of us, made no sense. So the notion is that the functions will be transferred into the Corporation. And I just want to say as strongly as I can, and therefore the question is just so relevant and appropriate, that we are very committed to continuity, we are very committed to involving the people who have contributed so much and who have performed so effectively in this. We aren't talking about shunting people aside or taking people who have done a wonderful job and saying, "Thank you. It's over." Quite the contrary.

Senator DODD. That is very reassuring, and I would be shocked to hear anything but that because I know of your strong, long-standing commitment and the President and Mrs. Clinton's appreciation for the work that our domestic volunteer programs have performed over the years. And obviously, we want to work with you on this question. We have a strong interest in these programs in this subcommittee. I am in the unique position of chairing a subcommittee with jurisdiction over these domestic volunteer programs and also jurisdiction over the Peace Corps, as a member of the Foreign Relations Committee, having been a Peace Corps volunteer.

Just to underscore your point, remember the wonderful line—someone once asked a Peace Corps volunteer why they hadn't done something like that before, and the very simple response that, "No one ever asked." Maybe that's not a good enough answer, that it shouldn't require someone to ask, but I encounter it every, single day in my State.

I had a wonderful experience a week or so ago while visiting some of the inner city high schools in Hartford and Bridgeport, dealing with the issue of youth violence and conflict resolution. And at Hartford High School, where their mascot is the owl, they have a group called "The Owls," it is a dramatic group, put together by a woman named Lynn Foster, who has a background in dramatics. These young people go around and use drama as a way of instructing their own peers and younger children about how to resolve conflicts. They put on one of their performances for me, and we had a discussion about how this could be used more effectively. One of the professional staff in the room from the city of Hartford said, "We need more money, Senator. We need more money. These people ought to be paid."

And one of the young kids said, "No. You are wrong. I want to do this. I get a great sense of satisfaction out of going out and trying to do something to help the lives of others become somewhat better." This was a child speaking, in a sense lecturing the adult about getting it all wrong, saying, "I, as a student here, don't need to be paid to do this. This is something I want to do. I get a great sense of contribution and satisfaction."

I think those sentiments are repeated every, single day by people who are anxious to find a way to serve. If they can give a year or two, as you point out, it is a much more rewarding experience, but even on a part-time basis, there is a wonderful and very personally satisfying sense that people intuitively have when involved in something like that.

So I think that just having an administration that is asking people to contribute again is really going to make a tremendous difference. I think you are going to find the floodgates opening with people stepping forward who are anxious to be a part of this.

So we are very anxious to help in any way we can, and we thank you for being here this morning.

Mr. EDELMAN. Thank you so much, Senator. It is my pleasure. I wanted to thank Senator Durenberger for his support for the legislation as well. I'm sorry I didn't have a chance to do that before he left.

Senator DODD. I think he will be coming back, but we'll convey that message.

Mr. EDELMAN. Thank you very much.

Senator DODD. Thank you very much.

Before we go to our next panel, I want to recognize in our audience today the presence of Gary Kowalczyk, acting director of ACTION; Diana London, the acting director of VISTA; Tom Enders, acting director of the Older American Volunteer Program. And there are a number of people in the audience who are representatives from local Foster Grandparent Programs. We thank all of you for being here today and for participating in this hearing.

Our first panel includes Margaret Goolsby, a former VISTA volunteer who will be sharing some of her thoughts with us. As a VISTA, Margaret coordinated a public outreach campaign to recruit members to the Central Brooklyn Federal Credit Union in Brooklyn, NY, and we're going to let her explain more about this exciting project.

William Cegelka, thank you for being here with us today. Bill is currently a VISTA volunteer in Windham, CT, originally from San Diego, CA. After graduating from the University of California, Bill joined VISTA and came to Windham, and we are lucky to have you in the State. It is especially significant for me as you work in Windham, the town that I was born in.

And Kathleen Wilken is from Minneapolis, MN, and Senator Durenberger will return shortly. He has already made reference to your program briefly, and I know he'll be joining us because he wants to be here to hear your testimony. And Senator Wellstone has a strong interest in your work as well.

Here comes Senator Durenberger as I speak. I was just introducing Kathleen. Why don't you take a moment and tell us a bit about her?

Senator DURENBERGER. Well, my note say she is 36, and she is a VISTA volunteer in Minneapolis, MN. I know we aren't supposed to mention ages and stuff like that. Kathleen would probably tell you this herself, but she is not here just because she is Kathleen, but for what she represents in our community. Within this program that you have heard a lot about in this committee, called "Success by Six," there is this other program that she is going to describe to us, which is "Way to Grow." My sense is that there are all kinds of things growing out of this incredible spirit that has been injected into people in the community by opportunity.

So Kathleen is one of many people who could come from our community and explain to us what happens when the community itself decides it is going to start giving of itself and its members. She completed her bachelor's work at the University of Minnesota in June of last year. She joined VISTA in the fall, and when she has her opportunity, she will tell you all the neat things that community service has done for her life.

Senator DODD. Terrific.

We'll begin with you, Margaret. Thank you for being here this morning. And by the way, all your statements will be made a part of the record, as well as anything else you'd like to include.

STATEMENTS OF MARGARET GOOLSBY, FORMER VISTA, CENTRAL BROOKLYN FEDERAL CREDIT UNION, BROOKLYN, NY; W. WILLIAM CEGELKA, VISTA, WINDHAM AREA COMMUNITY ACTION PROGRAM, WINDHAM, CT, AND KATHLEEN WILKEN, VISTA, WAY TO GROW PROGRAM, MINNEAPOLIS, MN

Ms. GOOLSBY. Thank you.

I'd like to say good morning to the committee and to my colleagues with the VISTA program. My name is Margaret Goolsby. I became a VISTA volunteer last July, after working 1 year in Tanzania. I had just gotten back into the country for 1 day, and I got a call from executive director of the Central Brooklyn Partnership——

Senator DODD. What were you doing in Tanzania?

Ms. GOOLSBY. I was working with a women's farming cooperative, a volunteer project in a small village.

Senator DODD. Terrific. I'm sorry, I didn't mean to interrupt you.

Ms. GOOLSBY. My sister was working as an intern with this organization, and they were looking for a VISTA volunteer. The Partnership was one of several sites approved to receive a volunteer through the ACTION program and the National Federation for Community Development Credit Unions. After a telephone interview, I was offered the position, and the next day I accepted the job.

At this particular time, I must admit I knew very little about the VISTA program. I had seen ACTION recruiters at college job fairs and had been given general information by the Partnership. I accepted the position primarily on the recommendation of my sister, and after taking a very hard look at my financial situation, I decided I could do it. I knew it was going to be challenging. After all, I was moving to a new city—I am originally from Rockville, MD, and I was moving to Brooklyn—and to a new community; I would be starting a new job, reentering American society, moving into a very crowded housing situation, and living on a limited income.

After attending the VISTA orientation from July 6 through 9, I learned more about the agency, their track record, and the type of work I would be doing. The session was motivational, and I was ready to start.

I knew from working with the women's farming cooperative in Tanzania that change can be a very slow, difficult process. I also knew how rewarding working in the community could be. So I was ready to give my time and energy to help the African American community in Central Brooklyn.

I reported for work at the Central Brooklyn Partnership on the 13th of July. The Partnership is a coalition of 20 local development corporations, churches, and neighborhood institutions serving Bedford Stuyvesant, Clinton Hill, Crown Heights, Flatbush, East Flatbush, Brownsville, and Fort Green. It was created in 1989 by community leaders to respond to neighborhood disinvestment and redlining and to build community-controlled cooperative institutions that would enable Central Brooklyn to determine its own economic future.

The Partnership had been organizing for about 2-1/2 years to create a community development credit union, a financial cooperative which would allow money which is saved in our community to remain in the community.

Initially, when I started the job, I was completely overwhelmed by the expectations, all the adjustments I had to make, and my duties. But within a couple of months, I felt more comfortable, and I became fully involved in the organizing.

As a VISTA volunteer I was responsible for recruiting and managing volunteers in a 4-month intensive outreach campaign. We attended church services and block parties, block associations, street festivals and other community events, spreading the word about the credit union. We collected over 1,600 pledges from the community, from people who said they would be willing to join a credit union. These pledges were required as part of our charter application to the NCUA.

Additionally, I attended meetings of NCUA officials and with the Partnership directors, and submitted information which allowed us to receive our charter on January 27th, becoming the first credit union chartered under the Clinton administration. Actually, we just opened 3 weeks ago.

Senator DODD. Congratulations.

Ms. GOOLSBY. Thank you.

I have developed my own knowledge of CDCUs and community development banking by attending classes, conferences and meetings. I have also coordinated training for board members and staff in preparation for the opening of the credit union. I organized a Kwanzaa fund-raiser and a volunteer dinner. I assisted with the credit union capitalization drive and fund-raising by attending meetings with funders, local banks and credit unions, and raised over $600,000. I planned youth empowerment programs and wrote a proposal which resulted in the Partnership receiving a grant for $15,000 over a 2-year period to start a youth component for the credit union.

Basically, what we are going to do is teach youth how to have their own credit union; they are going to run everything, have their own board of directors, their own tellers, and everything, and learn how to be financially responsible.

Senator DODD. That's terrific, a great idea.

Ms. GOOLSBY. Thank you.

I believe my participation in the VISTA program has been beneficial to the community, the Partnership, and to me.

The Central Brooklyn community is composed mostly of low to moderate income residents that constitute the largest African American/Caribbean community in North America. For years, this area has been underserved by banks, mainly because of redlining and disinvestment. Studies show that banks accept deposits from people and business in Central Brooklyn but invest our money in other communities. Check cashing businesses, which charge high fees for services, are now becoming the new financial institutions serving low and moderate income people.

The Partnership, with the help of the VISTA volunteer program, has successfully organized the Central Brooklyn Federal Credit Union, the only community-wide credit union exclusively serving Central Brooklyn. The long-term mission of the Partnership is to reconstruct the local credit market that banks have in many ways written off.

For many individuals and businesses in the community who are seeking affordable credit and consumer services, we represent the last resort. The Central Brooklyn Partnership has also gained a skilled and committed employee. We can do more with more staff, and beginning in June, we will have two additional VISTA volunteers who will be making a difference in Central Brooklyn. Also, I have benefited from the experience and have gained a lot of skills in a rich experience.

In the interest of time, I am going to conclude my remarks, and I look forward to your questions.

Senator DODD. Thank you very, very much. We'll come back for some questions. It sound fascinating. I am particularly intrigued with the idea of teaching the young people financial responsibility. That's a terrific idea.

Ms. GOOLSBY. Thank you.

Senator DODD. Bill, it's a pleasure to have you with us.

Mr. CEGELKA. Thank you, Senator.

I'd like to thank you for inviting me here to testify on a topic about which I care very deeply, and that is national service.

You touched on this earlier, and President Clinton has said that, "National service is nothing less than the American way to change America."

What I am here to talk about today is the positive role that national service is playing in our country right now, drawing upon my VISTA experience as an example.

I work as a Volunteer In Service To America in one of the most impoverished regions of Connecticut, an area which you know well, an area known as Windham. The unemployment rate for the region is 9.3 percent, and those who do work face an average weekly earnings rate that ranks among the lowest in the State.

As I am sure each of you know, economically disadvantaged people such as these are at greater risk for poor health status than are more affluent groups because a number of barriers prevent routine access to primary preventive care. These barriers include the high costs of medical care and the lack of adequate health insurance, geographic isolation, and inadequate transportation.

The position to which I was recruited as a volunteer is designed to alleviate many of these problems. Through the sponsoring agent, the Windham Area Community Action Program, I have been assigned the project of setting up a primary care health clinic in the Windham area. The project is lowering the barriers to access by conducting an outreach program that reaches people at the front lines, making these services available to those who need them most. By networking with existing community organizations and social services, we are connecting people with the health care that they so badly need.

The cost of services at our clinic are based on a sliding scale fee schedule linked to a person's income and ability to pay, so that no one is denied necessary primary care.

I believe that the merit of any public policy program or project rests in its ability to enhance an individual's or a group of individuals' capacity to contribute to society and to do so in a cost-effective manner.

My project clearly does this. The clinic helps to maintain the health of individuals through preventive care, and when health problems do develop, the clinic provides immediate treatment, catching the illnesses in the early stages before the conditions become extreme and before the costs become extraordinary.

The clinic not only benefits direct recipients of the project, but it also uplifts the overall welfare of the community.

But how does it affect real people? I'd like to give just one quick example. Just a little over a month ago, a man in his early fifties came into the clinic wearing old jeans, a T-shirt, and a worn-in baseball cap. During our conversation, Joe Curran explained to me that he was a Vietnam veteran who had served four tours of duty in the war. He has no private health insurance and, due to bureaucratic mixups, is currently not receiving any veteran's benefits. He came to our clinic because he reinjured a chronic rotator cuff tear originally caused by a helicopter crash during the Vietnam War. Mr. Curran was examined by our doctor and prescribed the medication necessary to help his shoulder while he waits to receive veteran's benefits that will make additional medical treatment like corrective surgery possible.

Mr. Curran was a victim of many of the barriers that I spoke of earlier, but because of the VISTA project, he was able to receive health care that would not have otherwise been available.

This is just one example of the people who benefit from the project. There are and will be many others, including working men and women, children, the elderly, and the homeless—all good people who have fallen on hard times. If it were not for the clinic made possible through VISTA, these people would not be able to access primary health care.

Because of this, I view this program not as one of entitled, but rather as one of empowerment. It is a program that benefits the community and changes lives, and I know that it has changed mine.

Although I am only halfway through my service project, I can honestly say that I have learned more about life from a group of people with whom I would have never otherwise come in contact, than I ever learned in school. The lessons that I have learned and will continue to learn from this national service opportunity will remain with me for the rest of my life.

I will always remember the Joe Currans, the discouraged homeless, the struggling families, the single mothers, and especially the children. I will never forget the little league team that I coach, and the people with whom I work, the people that I have helped, and the community in which I serve. These experiences will shape my life, for all my life. And it is my hope that because of them, I will be a wiser, more compassionate and more contributing member of society.

To conclude, I would like to quote Robert Kennedy, who said, "Few will have the greatness to bend history itself, but each of us can work to change a small portion of the events, and in the total of all those acts will be written the history of this generation."

My question is how will history judge us? Ultimately, a government is judged on how well it looks out for the welfare of its citizens. I strongly believe that programs like VISTA are in our country's best interest. National service is nothing less than the American way to change America, and Government has a vital role to play. After all, what good is Government if we cannot use Government to do good.

Thank you.

Senator DODD. William, well-said. We are lucky to have you in Connecticut. I wanted you here not just because I am the chairman of the committee and like to hear from people working in Connecticut, but also because too often, people think that all of Connecticut is like Fairfield County. And while we still have the highest per capita income of any State, it is skewed terribly because of the tremendous affluence of one area. But you are in a community that is quite different and that I do know very well. It is a poor, struggling community with all the problems that you have encountered which also plague other parts of the State. Hartford, New Haven and Bridgeport are three of the poorest cities in America, and often they get lost in these discussions because just a few miles down the road, there is great affluence. Listening to you reminds me of myself a great deal. I was born in Windham, but I grew up in a pristine, affluent suburban community in Connecticut. While I certainly saw and knew of circumstances very different from my own, I drove by them in a sense. You don't know something until you live with it. And the experience you've had as a VISTA volunteer and what I had as a Peace Corps volunteer is very difficult to explain to people, but it is a seminal event that changes your life dramatically. So I heard myself when listening to you, which is really quite wonderful. We are lucky to have you in the State, and I'll come back with some questions for you in a few minutes.

Mr. CEGELKA. Thank you.

Senator DODD. We have been joined by Senator Wellstone, Kathleen, so you've got both of your Senators here on the committee—if you don't get proper treatment, I don't know who will. [Laughter.] They have already endorsed your statement.

Paul, do you want to say a few words?

Senator WELLSTONE. I think we should just go forward. Kathleen, welcome. I know you are going to talk about Way to Grow, and I was going to use your appearance to put in a plug—I hope you don't mind—for the nontraditional students, who I am convinced are becoming the traditional students. That is, students are no longer 18 and living in a dorm.

I really loved your statement, William, and I would just say, Mr. Chairman, it is really interesting, if you think about VISTA and the Peace Corps, almost every, single friend that I have says that it was a life-changing experience, and probably far more important than what they did for or with people was what the program did for them. Enough said.

I'm glad you are here, Kathleen.

Senator DODD. Kathleen, welcome.

Ms. WILKEN. Thank you. Mr. Chairman and members of this subcommittee, good morning. It is a pleasure to have this opportunity to appear before you.

I would like to speak to you briefly about my VISTA service in Minneapolis, MN, the program I work with, and the vital role VISTA has in my community.

My name is Kathleen Wilken. I am a VISTA volunteer and mother of a 12-year-old.

I graduated this past June with a bachelor of arts degree in sociology from the University of Minnesota. I am the first person in my immediate family to have graduated from high school and the first in my extended family to have graduated from college. The issues of poverty, domestic abuse, unemployment, chemical dependency, illiteracy, and lack of English are not abstract concepts. They have been a very real part of my life.

Last year, when faced with the prospect of graduation and beginning a career, I attended a job fair held at the university. I was looking for something more than a job. I wanted to feel as if I could somehow pay my community back in some small way. You see, my education was almost totally financed through the Guaranteed Student Loan Program; without this help, further education would have been unattainable to me.

At the fair, I spoke briefly to a VISTA recruiter and took home the information she gave me. VISTA appealed to me with the concept of not just helping people for today, but for the long haul. I work with the Minneapolis Way to Grow Program, which full embraces this philosophy.

Way to Grow is a school readiness initiative whose goal it is to assure every child in Minneapolis is ready for school when the time comes—emotionally, physically, academically and spiritually. They accomplish this through the use of home visitors. Their role is assisting families in advocacy issues, obtaining services needed for their children, ensuring good prenatal care, and networking them with other families in the neighborhood.

These home visitors are residents in the communities they serve and are reflective of the multicultural diversity of the area. Because of this cultural sensitivity, they are also able to reach groups which have traditionally been overlooked or underserved. They are often perceived as being noninvasive, more like a friend stopping over to chat.

Each site has, in addition to home visitors, a half-time public health nurse and will soon consist of an integrated team of early childhood educators and social workers. A project coordinator ties everyone together.

Way to Grow believes each family and community has its own strengths and weaknesses. They attempt to use these strengths to overcome the weaknesses. For example, North Side Family Connection, one of our Way to Grow programs, identified a significant number of Southeast Asian children who were not properly immunized. By working collaboratively with the schools, health department, social service agencies, and the community center, a very successful immunization drive was completed. By educating the elders of this community as to the importance of immunization in a very culturally sensitive manner, the number of Southeast Asians using all available health resources has doubled.

When a program is as multifaceted as Way to Grow, the role of VISTA workers is often occluded. Currently, Way to Grow has two

VISTAs, myself and Erik Larson. Both of us work through the central office. One of the primary activities Erik and I have been involved in this past year is community organizational development. This has resulted in the almost complete implementation of one program and another ready to begin before our service is completed in August. One of the communities we have been working in extensively trusted Erik and I enough to talk about domestic abuse and chemical dependency. These issues had not surfaced in previous needs assessments. They were not of major concern to the community, according to those previous studies.

I believe this was because we were in the community as VISTA workers, not as another social service agency or establishment person.

During the course of these activities, not only have residents been interested in the Way to Grow Program; they have been fascinated by the idea that we are willing to work 40-plus hours a week as volunteers.

In planning activities, we have had great success in getting the community to rally around, not only because Way to Grow is a great program, but because they respect the work Erik and I are doing.

Organizing activities are very labor-intensive. Most social service agencies are not staffed to allow for this sort of activity. These outreach efforts would be of a very limited nature in my organization without VISTA workers.

Attention to detail and personalities is a very important aspect of our work. This is true whenever your participants are volunteers. Volunteers, it has been my experience, need a different, more nurturing environment than do traditional workers. The ACTION office in Minneapolis has been able to provide this service for the VISTA workers of Minnesota.

To summarize, VISTA workers are essential to the success of my project. Without our services, I doubt as many children would be receiving services from the Way to Grow Program. I am not sure how this would translate into hard data, but I assure you the cost to Government agencies would be significantly higher as these unprepared children progress through the school system. They will be playing a game of constant academic catch-up, with the child the mandated loser.

I would like to close with how my VISTA service has affected me on a personal level. I feel I have been given a gift this past year. I have been able to try many things which have interested me, all of which have been challenging. I have been able to find my own strengths and weaknesses in a way no college degree could have provided. Perhaps most important, though, is what I have been able to show my daughter—the value of service and volunteerism. Imparting values is one of the most important jobs a parent has. Giving without the expectation of receiving was a value I wanted to pass on to my child. This is where the future of our country lies.

Thank you again for this opportunity.

Senator DODD. Thank you very much, Kathleen.

[The prepared statement of Ms. Wilken follows:]

PREPARED STATEMENT OF KATHLEEN WILKEN

Mr. Chairman and Members of this Sub-Committee:

Good morning, it is a pleasure to have the opportunity to appear before you this morning to discuss my service in VISTA in Minneapolis Minnesota. I want to talk to you briefly about the importance of VISTA, what VISTA service is all about and why it is so relevant to communities.

BACKGROUND INFORMATION

My name is Kathleen Wilken, I'm a thirty-six year old mother with a twelve year old daughter. I graduated from the University of Minnesota this past June with a Bachelor of Arts in Sociology. I'm the first person in my immediate family to have finished high school and the first in my extended family to have graduated from college. The issues of poverty, domestic abuse, unemployment, chemical dependency, illiteracy and lack of English are not abstract concepts. They have been a very real part of my life.

WHY I CHOSE VISTA

I have always been the type of person to volunteer, especially when children have been involved. I volunteered in almost every capacity at my daughter's school. I have spent many hours tutoring non- English speaking adults, both Hmong and Russian immigrants.

Last year when faced with the prospect of graduation and beginning a career, I attended a job fair held at the University. I was looking for something more than a job and I wanted to feel as if I could somehow pay my community back in some small way. You see my education was almost totally financed through the Guaranteed Student Loan program. Without this help, further education would have been unattainable to me. As I was walking up and down the aisles at the fair I saw the VISTA booth. I remembered hearing about VISTA when I was in high school and thinking I would be interested in doing something like that. Marriage and child rearing interceded.

I talked to the recruiter at the fair briefly and took home the information she gave me. What appealed most to me about VISTA was the idea of helping people in a way that would impact their life, not just for today but over the long haul. I submitted my application but continued to send out résumés. One afternoon I received a call asking me to interview for a position as a VISTA with a literacy program (something that is near and dear to me). The day of my interview I received another call asking me to interview with a program called Way To Grow.

PROGRAM DESCRIPTION

The program was described briefly to me as being a school readiness initiative and I knew that was the assignment I wanted. I interviewed with the literacy project, but my heart was elsewhere.

The Minneapolis Way To Grow is a program unlike any other I am aware of in Minnesota. It is a program which stresses collaboration and utilization of existing services, not the implementation of new ones. The goal of the program is to insure every child in Minneapolis is ready for school when the time comes, emotionally, academically, physically and spiritually. This goal is accomplished through community collaboratives which are mandated to have 51% resident membership, the remaining places held by social service agencies, schools, church members and others interested in the community.

By requiring residents to have majority membership on these collaboratives representation from a variety of cultures is insured. Minneapolis is a very culturally diverse community. Twenty-six separate languages are spoken by residents and many of whom speak English come from a non-Eurocentric background. Through efforts of the collaborative, Social Service Providers are better able to serve these diverse communities by addressing issues in a culturally sensitive manner.

Home Visitors are an integral part of the Way To Grow program. Their role is assisting families in advocacy issues, obtaining services needed for their children (immunizations for example), insuring good prenatal care (including providing transportation when necessary) or perhaps even networking them with other families in the neighborhood. These home visitors are, by design, residents in the communities they serve. They are culturally representative of their community and because of this are able to reach a large number of families who may have been previously overlooked or under served. All of these factors make the relationship less invasive, much more like a friend dropping over to chat. The Home Visitors have taken their role in lives of families very seriously. One of our home visitors accompanied a teen-aged single Mom into the delivery room, when she had no one else to whom she could turn.

This is not a unique example. Home Visitors work very consciously to empower families. They provide emotional support while encouraging people to act on their own behalf. They listen when people tell them about the barriers they are facing in obtaining services they need and help people identify ways to overcome these barriers, in doing this they are able to move families toward greater independence. It may be the case that too many people are intervening in a family's life, all with good intentions. Someone needs to give this family permission to say no thank you without the fear they will lose any of the help they are currently receiving.

In addition to the Home Visitors each site has a public health nurse assigned twenty hours a week to serve as a consultant and educator in health issues for families. Home Visitors learn what is normal in pregnancy and child development and are able to call in additional help as needed. Soon there will be an integrated team which will include an Early Childhood Education Specialist and a Social Worker who will be able to offer additional services to families. A project coordinator ties everyone together.

If you ever come to Minneapolis you will find only one phone number for Way To Grow in the directory, that of the Central Office. All of the other programs have their own identities including their own name. There are eleven communities in Minneapolis who will eventually be served by a Way To Grow program, each with their own strengths and weaknesses. Way To Grow helps identify these strengths and uses them to overcome their weaknesses.

For example in the Near North Community there is a significant number of children who are not properly immunized. They show up for school and are not able to attend because of this problem. This is a community with one of the highest percentage of people living in poverty in Minneapolis according to the State of the City 1992 . The population includes a large number on Southeast Asian residents for whom English is a second language. The issue of lack of immunization for children weighed heavily upon schools, the health department and many long time social service providers. Northside Family

Connection (this community's Way To Grow program) was able to work in collaboration with the health department, a community center and health care providers in the area to arrange an immunization drive. Their Home Visitors went door to door in an effort to reach those without phones. They used their Hmong Home Visitors to explain why these shots were important. One of the most significant things learned from this experience and one that insured the success of the drive, in my opinion, was going to the elders of the community and educating them as to the importance of immunizations. This was the direct result of a health care task force involving members of the collaborative. By using this broad approach the number of Southeast Asians using available health resources, not just immunizations, has doubled. This took a weakness (the lack of English skills) and made it into a strength (the community seeking it's own solution to a problem).

It would be an incorrect assumption that Way To Grow serves only participants whom are in crisis. Not all of the communities we serve are in desperate straites. But almost universally the issue of isolation from other parents is a concern. They are asking for opportunities to network with other families and exchange information. This may mean the name of a special Pediatrician or what type of diapers work the best. My point is, as parents (especially dual working parents) are striving to connect with others, Way To Grow can provide these opportunities.

You may say many of these are not issues which directly relate to school readiness but in reality they are very significant. A child who lives in a house with a rat infestation or one which is contaminated by lead paint will be at a significant disadvantage when they begin school. Likewise, if a child has a parent who is a child herself, there may be issues related to parenting which she is unprepared to deal with, such as discipline. Even lack of prenatal care has an impact of the ability of a child to learn. There is a correlation to low birth weight babies and lack of academic achievement, low birth weight and lack of prenatal care are also strongly related. Way To Grow participants have a much lower incidence of low birth weight than the community at large. Preliminary statistical evidence shows that the utilization of Way To Grow's Home Visitors have resulted in a 30 % decrease in low birth weight babies, in comparison to the community rates from where those women reside. Even more striking is the fact Way to Grow participants have had a rate of infant mortality one third less than the entire city of Minneapolis. This is in spite of serving two communities which have the highest rate of infant mortality in Minnesota.

FUNDING AND MANAGEMENT OF WAY TO GROW

Funding for Way To Grow comes from a variety of traditional sources, the United Way, the State, the City, the County, a Robert Wood Johnson Foundation Grant and private corporate funding. The unique aspect of this is Way To Grow not only seeks three years of funding from corporations but also asks for an involvement in the community from managerial staff. The result is often astounding. One of the project coordinators went to the General Mills Task Force, which had been established for the purpose of really becoming involved in the community, with someone from the Minneapolis welfare department. They asked everyone to fill out the forms which were required to obtain public assistance. No one was able to complete the task.

The Way To Grow management board is reflective of these collaborations. Sitting on the board are a wide spectrum of individuals: the Mayor, school board officials, County officials, representatives of the health department, corporate leaders (Honeywell, General Mills, Northwestern Life) social service agencies, the United Way, and residents from each of the communities served by Way To Grow.

THE ROLE OF VISTA WORKERS

Currently Way To Grow has two VISTAs, myself and Erik Larson. Both of us work through the central office whose role it is to implement programs in all of the communities (currently there are four sites, with two under development), to assist in the maintenance of those programs already in existence and provide training and assistance to the Home Visitors. We have been able to do research which has proven vital to the community and our organization: collecting demographic data and compiling it into an easily used form, looking at specific issues which impact families in depth (such as intergenerational illiteracy) and finding speakers who can be used to train Home Visitors in areas such as landlord/tenants rights.

One of the primary activities Erik and I have been involved in this year, has been community organizational development. This has resulted in the almost complete implementation of one program and another program ready to begin before our service is completed in August. We have gone into communities and addressed various groups about the Way To Grow program, established a functioning collaborative in one site and have been able to ascertain publicity in community newspapers about Way To Grow. In conjunction with this devropment, we have undertaken needs assessments in two communities. We did both mail surveys and telephone surveys which allowed each of the community to identify their needs. One of the communities we had been meeting with over several months, had enough trust in Erik and I that they were able to talk to us about chemical dependency issues and domestic violence. This information had not surfaced through previous discussions with this community. I believe this was because we were in the community as VISTA workers, not as another social service agency, or "establishment" person.

Erik and I have also planned or attended many activities within communities as an attempt to reach residents who are not being currently served or who would like to become a part of the Way To Grow program when it is implemented in their area. We have attended child care fairs, school carnivals, and WIC distributions. During the course of these activities not only have residents been interested in the Way To Grow program, but they are also fascinated by the idea that we are willing to work 40 plus hours a week as volunteers.

In planning activities we have had great success in getting the community to rally around, not only because Way To Grow is a great program but also because they respect the work we are doing within their community on a volunteer basis. In other words, our dedication and hard work has been looked at in a different light, there are no promotions, raises or perks in our day to day work life, we are not gaining in traditional ways therefore those who work and live in the community respect us and are able to see we have only their best interest at heart.

In one of our communities there has been a great need for cribs, baby and maternity clothing and beds for older children. After hearing about this need at one of the community collaborative meetings, I was able to make a suggestion on how this need could be addressed and am currently in the planning stages for a community children's flea market. I am doing this in conjunction with Camden's Future, one of our Way To Grow sites. The premise is simple, close off a street, invite those in the community who have items for children to bring their wares for sale, we provide the tables. By keeping the day fun and offering a carnival atmosphere, we will not only accomplish finding items essential to young families at reasonable prices but perhaps more important to this community is the establishment of relationships between families which will occur in a perfectly natural setting.

These types of organizing activities require a great deal of intensive work. Unfortunately the way most social service agencies are staffed this is an often impossible utilization of man power. My agency would not be able to staff these outreach type programs if they did not have VISTA workers.

Last year my agency was also lucky enough to have two VISTA workers, Rosalyn Shore and Patty Lanapkin. One of the workers was able to compile a listing of the social service agencies and community organizations that Way To Grow has involvement with. Not only are their names and phone numbers, but the person at the agency most likely to be able to help. These people are not necessarily Directors of agencies, but the staff people who actually provide the direct service. The VISTA who worked on this project, spent countless hours and made innumerable phone calls and visits to these agencies. This was an undertaking that has proven invaluable to our Home Visitors but one which would not normally justify the labor involved. A VISTA was able to make it possible.

ROLE OF THE ACTION OFFICE

Attention to detail and sensitivities to differing personalities are a very important aspect of our work. This is especially true whenever your participants are volunteers. It was been my experience when working with volunteers that they need a different and more nurturing environment than do traditional workers. The ACTION office in Minneapolis, under the direction of Robert Jackson has been able to provide this service for the VISTA workers in Minnesota. In addition to these more abstract actions they have also provided vital services to my project as well. They have helped smooth the transition of VISTA supervisors in our program and have always been available to ongoing support. Often times when one encounters Federal agencies these personal relationships become irrelevant, yet they are an integral part of a smoothly functioning volunteer organization. The Minneapolis office provides this.

SUMMARY AND CLOSING

To summarize VISTA workers are essential to the success of my project, we have been able to provide skilled technical assistance at no cost to our agency. Without these services I doubt very much if as many communities would be served by the Way To Grow program. How this would translate into hard data I am not sure, but I can assure you many fewer children would be ready for school for whatever the reasons than is currently the case. Many fewer children would have a healthy beginning in life as their mothers may not be able to find and access prenatal care. In a much less human light the cost to the City, State and County of seeing these children progress through the school system would be significantly higher, for without early intervention we are playing a game of constant catch up academically, with the child almost mandated to be the loser.

I would like to close with how my VISTA service has affected me on a personal level. I feel I have been given a great gift this past year. I was able to try many things that have interested me, all of which have been challenging. I have been able to find my strengths and weakness in a way that no college degree could have provided. Perhaps most importantly though was I have been able to show my daughter the value of service and volunteerism. Imparting values is one of the most important jobs any parent has, and to me the idea of giving, with the expectation of receiving nothing in return is a value I wanted to pass on to my child. I believe here is where the future success of our country lies. Thank you again for this opportunity.

Senator DODD. Let me begin with a few questions for each of you, and again thank you for taking the time to come to Washington.

Margaret, I have been told by my staff that in addition to your other talents, you have also been a translator in the United States Army. What languages?

Ms. GOOLSBY. Arabic and Syrian. That was my first job after graduating from high school.

Senator DODD. You are a busy woman. Where did you learn Arabic?

Ms. GOOLSBY. I was in the army for 4 years, and they trained me at DLI, which is in Monterey, for about a year and a half, 1 year of standard Arabic and then half a year of Syrian, which is basically Lebanese/Palestinian dialects. And then I worked my job after that.

Senator DODD. Do you get a chance to use any of it in Brooklyn? [Laughter.]

Ms. GOOLSBY. Not much.

Senator DODD. I know that school in Monterey is one of the best language schools of in the world. That's terrific.

We welcome Senator Harris Wofford of Pennsylvania. Senator, do you have an opening comment?

Senator WOFFORD. Go ahead, Senator Dodd. Thank you.

Senator DODD. Margaret, I wonder if you still find that your work is as rewarding, now that you have moved on from being a VISTA to being an employee at the credit union? Do you still find that same sense of worth, if you will, in your present capacity?

Ms. GOOLSBY. Sure. Basically, we have been talking about empowerment, and I feel that I am the primary person who has been empowered by this experience. It is a wonderful feeling to create your own bank. Sometimes I'll be walking down the street, and I'll turn to Mark, my boss, and say, "Mark, we have a bank! We did it!"

So it has been a very powerful experience—and yes, when I wake up in the morning, I know I am going to work to do something that is very meaningful, not only for me but for the community. And on the way to work, people know me, and they ask me about the credit union and when we are going to open, and how they can open an account. People are really looking forward to having a community financial institution.

Senator DODD. Tell me about the younger people and what you've done with their credit union. I think it's a great concept. Tell us how that is working.

Ms. GOOLSBY. Right now, we are just organizing. We just got the grant. This summer, we will have two VISTAs, and we also have two college interns, and we'll have ten high school students from 1199, a union program, who will go out into the community, to different youth groups and summer programs and talk to youth about joining a credit union. And we hope to have field trips and seminars about how to buy a car, how to budget, how to spend, and really shape the financial culture of Central Brooklyn.

Senator DODD. That's terrific. If I can get up there sometime, I'd like to come see it and see how you are doing with it.

Ms. GOOLSBY. Great. You are welcome.

Senator DODD. I wonder if you might comment on the President's proposal for an educational benefit. Do you think that is going to be a significant inducement for people to step forward and volunteer in these kinds of programs?

Ms. GOOLSBY. Could you repeat that?

Senator DODD. Whether or not you think the educational benefit we are talking about here as part of the national service legislation will be a real inducement for people to step forward.

Ms. GOOLSBY. Yes, I do. I don't have anything else to say other than that. I think it is important.

Senator DODD. How about your own further education; do you have any additional education plans for yourself?

Ms. GOOLSBY. Actually, I do, because after working in Africa with the cooperative, I live in a housing cooperative; I belong to a food cooperative, so I can get affordable food; and after working with the credit union where I am now the manager, our next project is going to be a food cooperative for Central Brooklyn. So cooperatives have pretty much become my little niche, and I think I'll go on to graduate school and get a degree and then possibly teach or set up other institutions.

Senator DODD. Terrific. That's wonderful. I served in the army and the Peace Corps. There aren't many people I know who wore both of those hats, and the fact that you were in the army and a VISTA volunteer is somewhat unique. Our country has been blessed to have your service, and we thank you for it.

Ms. GOOLSBY. Thank you very much.

Senator DODD. Bill, what motivated you? I've been asked this question 10,000 times. Senator Wofford, of course, has longstanding experience with these programs going back to the earliest days, and I'm sure he has been asked the same question many times. I don't think I have ever given a very good answer, but let me give you a try with it. What motivated you, a young man living in California, to join VISTA, and how do you feel about ending up 3,000 miles away in a small community in Connecticut?

Mr. CEGELKA. What motivated me—I don't really know. To be honest, I was talking with my mom about the Peace Corps, and I had this great idea that it would be really cool if there were a domestic Peace Corps where people would volunteer and help their own community, and she laughed and told me that there was one, and that it was called VISTA. That is a big problem for people in my generation. Now they know about the national service opportunities because of President Clinton's plan, but most people don't know VISTA even exists—people around here do, because it is your job, but most people out in the communities don't really know what it is; you get blank stares, or some people have even said, "Oh, they still have that."

On my motivation for public service, I couldn't tell you where it began. It didn't just dawn on me one morning when I woke up and said I think I'll go try to change the world, because I know that's not possible. I think my motivation just came from things that I saw, like you said, when you'd drive by places. I don't really know what it is like to live in a poor community. I wasn't wealthy, but it was a middle class, white, suburban area that I grew up in.

In high school, I helped out on weekends. I think my mom was probably my main motivation. For instance, during Christmas I wrecked my bike, and whatever the value of my bike was, I had to go mow lawns for that value and then give the money to the Salvation Army. So I think it was just instilled in my by my parents; that would be the only explanation I could give.

Senator DODD. I asked Margaret this question, and I wonder if you might comment as well. I presume you have heard some of the speeches or seen on the media the national service program and the President's discussions about it. How is this resonating with you and your peers as volunteers? I'm sure you are chatting about it. Does it have a good ring to it?

Mr. CEGELKA. Yes, of course. The people who seem to be the most support of it, to me, seem to be the college students. I'm not sure how many people are going to want to go out and take a job—it just occurred to me when you asked Margaret the same question—how many people are going to want to go out and take a service job for lowered salary with a $5,000 credit when they also have the option of going out and just using a portion of their salary to pay off the debt.

I'm worried about the disparity between how low the incomes will be for the volunteer jobs and becoming a normal teacher or businessman; if the disparity is too great, I'm not sure how many people will want to do it, to be honest. I think a lot of people will want to do it, especially initially; over the long run, I don't know.

I think if the Government focused some kind of recognition on them, so they would not only get the $5,000 off the student loan, but they would get some kind of recognition of some sort, then I think a lot more people would be willing to do it—some form of recognition, I don't know what.

Senator DODD. Do you have any thoughts on what sort of recognition?

Mr. CEGELKA. Just off the top of my head, people highlighting projects; having the Senators, like yourself, and the President or whomever having a national service day. I think there is a national service week right now, but having a national service day where you'd talk about the value of national service and give some examples of people who have done positive things so it seems like kind of a romantic thing for people to do, maybe—that's just off the top of my head. I haven't really thought about it.

Senator DODD. Do you get invited, for instance, in Windham to the local chamber, the rotary club, or have other volunteers been asked to come and talk about what they are doing in the community?

Mr. CEGELKA. I haven't, no, but I haven't really tried. I haven't ever really thought about that.

Senator DODD. I was just wondering if there is any local recognition.

Mr. CEGELKA. Have I gotten any local recognition?

Senator DODD. Not just you specifically.

Mr. CEGELKA. Or anybody—not that I know. There are lots of little local papers that get delivered to the houses and so on, and sometimes they highlight what schools are doing or what some people are doing in the community. So some people do get awards, but

I think if someone besides a city councilman or someone wanted to put a little emphasis on it, I think it would grow, and I think more people would be interested in it.

Senator **DODD**. Well, again, we are very fortunate to have you in the State. Your statement this morning was excellent, just first-rate, and we really appreciate it.

Mr. **CEGELKA**. Thank you.

Senator **DODD**. Kathleen, just a couple of questions, and then I'll turn to my colleagues. One of the fascinating things about your program that I like an awful lot is the public/private partnership aspects of it. I think we need to do more of that, obviously, with today's limited resources. I wonder what the reaction of local businessmen has been to this project and to VISTA in general; how do they respond, and do we do enough, in your mind? And Margaret, I might ask you to come back and comment at some point on this, given Bill's answer to this question. Are we doing enough to reach out and I don't mean necessarily the award aspect? Here is something that is going on in your community, I'm interested to know how others react, and how they see it? Do they see it as being wasteful Government spending, or as something that is benefiting the community.

Ms. **WILKEN**. I can only address the issue of VISTA, and I don't think that it is well-known what VISTA workers do. I think that we are probably not recognized. And when I speak to people outside the realm of Government, I get the same kind of response: "Oh—that's still around?" or "What is that? Is that like the Peace Corps?" No one is really sure what it is. So I think there is a lack of publicity, and that needs to be generated.

When I deal with small businessmen and people in the corporate world, not just VISTA—because I always tell them I am a VISTA volunteer, and I sometimes need to go into a little more detail about what that entails with my program—but I think they are fascinated with the idea. We rarely have doors shut in our faces. Frequently, we will get small donations from small businessmen who said they read about us in the paper, or read about this project, and they would like to make a donation to it.

So I think people are ready for that public/private partnership.

Senator **DODD**. Well, I'm glad to hear that. I think we've got to do a better job of getting the word out in our communities. It need not necessarily be in the national news, but even at the local level this recognition is important.

Margaret, what was the reaction of the business community to VISTA volunteers in your area, to the extent there was any?

Ms. **GOOLSBY**. Basically, the same thing. People didn't really know. Usually, when I say I'm a VISTA volunteer, I start with a little speel about it's just like the Peace Corps program or whatever, and they say, "Oh, that sounds really great, really interesting." People are just glad that we are working on what we are working on and that there is a contribution going on.

Senator **DODD**. Interestingly, people seem to have the notion of "Is that still around?" They do remember it, but it's interesting that they raise the question of whether or not it is still there, which indicates sort of—to use Pat Moynihan's line—benign neglect, of these programs over the last number of years clearly, they just didn't get the kind of attention that they probably deserved.

Kathleen, you are a mother——

Ms. WILKEN. I have a daughter.

Senator DODD. You are raising your daughter and serving as a volunteer. I raised the issue with Mr. Edelman earlier of the child care benefit provided to Corporation volunteers. I wonder if you might share with us how difficult child care is, not just in your own case, but others you may know of who are in a similar situation.

Ms. WILKEN. Sure. Child care isn't an issue for me because my daughter is 12, but it certainly is an issue whenever you are taking a parent out of a home. We encounter this daily. Mothers can't go to prenatal care because there aren't available child care providers who are willing to take care of a child on a short-term basis. So it certainly would translate into a necessary component of any volunteer program, because when you are living on a subsistence stipend you certainly are not going to be able to afford to pay child care out of that.

Senator DODD. Well, you heard the response of Mr. Edelman, and hopefully we will be able to sort of level the playing field a little on that issue.

There are two last points I'd like to raise with you. One is the educational aspect and how important is that. Senator Wellstone talked about how you are a nontraditional student and you relied on student loans to finance your education. As you know, the President has proposed providing volunteers with $5,000 of loan forgiveness for each year of service. How critical or how important is that to someone like yourself?

Ms. WILKEN. I think it is very important, especially for young people just starting out. I'm saddled with $15,000 worth of student loans, and because my husband is employed, it isn't going to make a significant difference to me; but for a young person just starting out as a single person, thinking about buying a home or a car, that is going to be a debt that is going to hang over their head, and I think that their quality of life will be much different.

Senator DODD. I'm glad to hear you say that, and I think all of us agree with that as well.

Finally, I am very interested in Way to Grow's home visiting program. We have considered various legislative ideas to promote home visiting in this committee. I was intrigued with the general notion, and I wonder if you might just elaborate briefly, on why someone who is not a social worker per se, but who comes from the community is so vital to the home visiting concept. I wonder if you might just share your thoughts with us on that point.

Ms. WILKEN. Certainly. I think that home visitors who come from a certain area are able to gain access in the home because they are not perceived as being threatening. I think a lot of times, when home visitors come in, especially if a family is in crisis, there are concerns about who are they going to tell, especially in communities where they are not real sure of the system or where there is a lot of mistrust of the system; I think they are real worried that they will lose their children or that they will lose the benefits that they are receiving. That's the case when you have a number of social service agencies that are providing services to families. They have people coming through their homes constantly, and they don't know how to control it anymore. But when a home visitor from the neighborhood comes in and said, "Wait a minute—you don't have to have all these people here Monday, Tuesday, Wednesday, Thursday, and Friday. Let's see if we can collaborate and pull them together, and I'll give them the information they need," then the residents and the parents are able to feel like they have some control and some empowerment in their lives.

Senator DODD. That's a very good point, and I appreciate your additional comments on it.

Thank you all again very much. Let me turn to my colleague, Senator Wellstone.

Senator WELLSTONE. Thank you, Mr. Chairman. I'm going to ask one question, and I apologize for having to leave in about 5 or 10 minutes—I don't want to, but it's just crazy when you have two things you really want to be at at the same time.

I actually was thinking of a different kind of question, and I hope I can do a good job with this, because it is kind of critical. And the reason it is critical is that I am such a big believer in community service. But let me try it out, anyway.

First, I do want to mention to you, Bill, that your work highlights the fact that when we talk about community service, VISTA, whatnot, that we aren't just talking urban, but we are also talking smaller town and rural America. I think that is real important.

This is my question. I heard the word "empowerment" used a number of different times. How do we make sure that with VISTA, or what will become our national community service program, that we have a diversity when it comes to the men and women who are doing the community service? How do we make sure that communities themselves are defining the priorities and what needs to be done, so that it isn't just top-down, if you will, "do goodism"? And how do we make sure that it actually makes a difference in terms of change?

Margaret, I came in after you spoke, but you talked about identifying a problem, and then going to a credit union and asking the "Why?" question—that is, people are homeless, and why, what do we do. If there is no economic development, why, and what do we do.

The reason I ask this question is that I was a community organizer, and we always did a lot of empowerment work, and I remember that a lot of people both in urban and rural communities used to say about VISTA—and it bothers me a little that people don't know about VISTA any longer—they used to say, well, the VISTA volunteers come, and they do whatever they were here to do, and it is undoubtedly a learning experience for them, but when all is said and done, nothing really changes in any substantial way in our communities.

So I'd like to raise this question about how we make sure that this does become an empowerment program—not just good for the individual VISTAs, not just an educational experience, but also a program that actually makes a difference in terms of the betterment of the lives of the people who live in the community; giving the community more of a voice, giving the community more say and more power.

Any of you can take a crack at that if it makes sense to you, and if it doesn't, tell me I'm out of line and I won't take that personally.

Ms. WILKEN. Well, I think, Senator Wellstone, that the issue of empowerment is an important one when you deal with communities, and I think that a lot of times, when people go into a community, they aren't part of the community, and they don't listen to what the people truly are saying. They go in with a preconceived notion of what they think would be good for that community, and that may not be what that community needs.

One of our Way to Grow programs which operates in the Phillips community—Way to Grow is structured in such a way that we normally serve children prenatally through 6 years old, but in this community, the community said, "We don't want that. We want prenatal care. Period. The end. That's what we want." So by listening to what the people said instead of us bringing a program in, we were able to empower that community and to make them feel like they made a difference in the lives of their pregnant moms.

I think that that is the key, is listening.

Senator WELLSTONE. Thank you. That's a very concrete answer.

Ms. GOOLSBY. At the Partnership, one thing that we have been doing is town meetings, and having people come in and voice their concerns about credit and that type of thing, and we are going to continue to do that with the credit union.

Also, when I came as a VISTA, we were just organizing, and now we have a credit union, so there is something concrete.

Senator WELLSTONE. Oh, I think so, yes.

Ms. GOOLSBY. And it is community run, primarily by volunteers, not just VISTAs, but I have a corps of about 20 volunteers that I supervise, and the board of directors is all volunteers who are involved and are making decisions about this type of organization.

Mr. CEGELKA. Obviously, it does have to come from the ground up. In my project, I work with a community action program, which obviously is able to identify the problems that exist in the community, and then they set the guidelines for what the project is going to be. All I did was go into the community the first couple weeks, and they submerged me in all the areas—the soup kitchens, the Head Start programs, the emergency homeless shelter—and I found out all the things that go on in the community. And once they defined the parameters of what I was going to be doing, then I just executed the job. But I agree—the project for VISTA that I did is a project that you leave, and it is self-sustaining after you are gone. It does have to come from the ground up. I'm not sure how—utilizing the resources that are already out there would be the only way I could think to answer that question.

Senator WELLSTONE. I appreciate it, and Mr. Chairman, I think Senator Wofford actually will have much to add to this with his questions because he really has had a lifetime's work with this. I just have a sense it's an idea whose time has come. I think there is a yearning for this in the country, and I'm just hoping that there is a methodology built into it whereby the men and women who are doing this are doing it in terms of the needs defined by the community, that they are doing that kind if listening, Kathleen, that it is more bottom-up than top-down—and I don't think this is just rhetoric—and where there is a diversity of people who are doing this, so we have people who are from the communities, working in the communities. And finally, I really hope there is a social change orientation built into it so that the kind of thing that you were able to do, Margaret, happens in a lot of communities—not so much for people, but with people.

Thank you.

Senator DODD. Thank you very much, Senator.

Senator Wofford.

Senator WOFFORD. Mr. Chairman, I am sorry that I missed most of the testimony. I have read what I had here to read.

I was on the health care front, which is another one that draws me in this country, and I think this is very interesting, because at least two of the three of you—and I'm not sure about Margaret's work, and you can correct me—but two of the three of you were concentrating to a very significant extent on what you can do to help deliver health care in this country—the home visit program, and your community clinic. It shows me what a far larger number of people in service to America, VISTAs and others, in the national service program, can do to help make good health care a right and a reality for every American.

Just imagine what could be done in terms of health education, preventive care, immunizations, which are part of your program I just read—let us say the quantum jump in full-time volunteer service is in 5 years to 150,000. Imagine what 150,000 full-time people like you could be doing in this country, what change—as Bill said, it's the American way to change America.

Second, I was struck by how the full-time volunteering in each of your cases is leveraging a lot of other volunteers, citizen action. The full-time service is enabling a whole team of people to work together. So again, imagine what the ground troops of full-time volunteers could do for making citizen service such a common program in this country.

Those are two observations, and in passing, my colleague Martin Rodgers was reminding me that on VISTA, ACTION programs, its relationship to a national service program and to a Corporation for National Service, in 1979 I was testifying in the House of Representatives before now Senator Simon—he is going to show me my old testimony—making many of the points that you are making here today. So keep at it. I have been at it for a while.

And I see in this room Mimi Mager, Fran Butler, Josie Heath and others who have kept at it during slow years, dry years, and that leads me now to the question that I'd love to hear anything more you have to say about—this question of recognition. If we believe that service to our community for an intense period of a year, or even if we believe in full-time service in a summer as an intense experience, but largely a year or more of full-time service, if we believe it should become the common expectation and the common experience of all Americans coming of age, and of all ages—that's our next panel—what do we do to market it more? I think VISTA has been under a shadow of not having adequate marketing in this country—I am using the business terminology. The system proposed by the President and before us now is going to be a growth according to the market, that is, how many young people want to serve and then how effective it is, and how communities and agencies and taxpayers conclude that it is worthwhile and cost-effective. How do we get that recognition more?

You have suggested a national day, and we have a bill before us that I have sponsored for making Martin Luther King's birthday not just a day of speeches, but a day of action in which we highlight for 1 day what people do to realize the dream that Martin Luther King talked about.

In your experience, do admissions offices in colleges now give weight to a period of full-time service or volunteer service part-time in admitting you to college? Are employers beginning to ask, the way they now ask why didn't you finish high school—we don't send anybody to jail who doesn't finish high school, but it is a common expectation—are we reaching the point where employers are going to be asking why haven't you done some period of community service? Do any of the three of you have any thoughts on what, together, we could do to not keep this light under a bushel basket, but highlight it in a way that values it and helps get people to think that it is worthwhile and to encourage people to do it?

Mr. CEGELKA. On the example of college entrance exams and the consideration of volunteer service in admissions, I think just the enactment of the program itself so that community service becomes more commonplace with people of my age group or with any age group—but if you are talking specifically about college applications, most are 18—I think just the fact that the program would be instituted would in itself kind of raise expectations of community service throughout the Nation, and I think people would be looking for things that you have done.

Senator WOFFORD. So the law itself is a kind of teacher.

Mr. CEGELKA. Yes, exactly. On that subject, that is what I would think.

Ms. GOOLSBY. Well, in school, no on ever asked me on jobs. I think what will happen is that, just like with the military, as more people become involved, they will start to ask about it. Like with my military experience, when people see it on my resume, they have a lot of questions. So as more people volunteer, I think it will be incorporated.

One thing that really affected me was that in school, I was taking an agricultural course about plant breeding, and my professor was in the Peace Corps, and he had asked a Peace Corps volunteer to come in and talk about the program, and that was something that really sparked my interest.

Senator WOFFORD. This is an interesting point—to what extent we organize effectively VISTAs and Peace Corps volunteers going into high schools and colleges and becoming essentially the recruiters for another generation of full-time volunteers.

Ms. GOOLSBY. I think it is a good idea. I think it would make a difference.

Senator WOFFORD. Are VISTAs organized to do that when they finish? I know there was an organization, the Friends of VISTA, that fought to keep it alive and succeeded in very dark times—but do they organize VISTAs to help create the next VISTA?

Mr. CEGELKA. Not that I know of. I was just at the in-service training, and one of the female VISTAs came up with the idea of an alumni association similar to Friends of VISTA, where people would lobby, or go to their communities and tell people about what they do. And with Windham Area Community Action Program, they are trying to add more VISTAs to the Community Action Program, trying to get more VISTAs onboard to do additional service and different projects. They asked me to go with them to two of the local colleges for half a day each. Brian Tahegan, a VISTA recruiter in Region 1, was there; I was there, and a representative from the Community Actin Program was there, so they had all aspects of it—they had the ACTION official, they had the person from the Community Action Program that they had worked for, and someone who was doing a project like that—and it worked out really well. The students were really interested and were asking all three of us different questions.

So I think it could be really effective. I had never thought of that before, but it seems pretty simple, and it seems like it would be a really effective thing to do.

Ms. WILKEN. I just recently have been asked to come to my daughter's school and talk about VISTA. Her school is nontraditional K to 12. And I think that interesting seniors in high school especially, in the idea of community service is a very viable way to market this idea. I also think that, talking to college graduating groups—you know, most colleges have business associations or sociology associations for people who are majoring in that area—and no one from the university has contacted me about coming and doing that. And I went to the sociology department and volunteered to do it, and no one has yet contacted me.

Senator WOFFORD. When Senator Dodd went forth in the Peace Corps in the sixties, and Senator Rockefeller—neither of them a Senator then—went as a VISTA to West Virginia, a lot of us in those days thought of one, big domestic Peace Corps, run like the Peace Corps, out of Washington, but sending people everywhere around the country. Now it is coming up in a very different way; it is coming up from the bottom, from the grassroots, from communities, from inventions of people like the programs that you are in. And I think it is probably better coming up that way, but the corollary of doing it that way is the asking. In the old days, it came with one President, President Kennedy, asking for a season of service from volunteers. We have again a President who is asking, but today it isn't going to depend just on the President. I think if this is coming up from a thousand different programs around the country, and the bill that we have enables people to go to those programs and build them, instead of one, centrally-organized domestic Peace Corps, then the asking is going to have to come up from those groups and from you, and we are going to have a lot of different people and different ways of asking, it seems to me.

Thank you, Mr. Chairman.

Senator DODD. Thank you very much. I am confident all of our witnesses here appreciate the work and involvement of Harris Wofford over the years. You are looking at one of the true founders of the domestic volunteer programs and the Peace Corps, and we are very fortunate indeed that we have him in the Senate today to help move from that side of the witness table to this side of the table. He has been on both sides of it over the years, and he understands them so well.

You have been terrific witnesses, and you have done a great job. And I think it is important to note that you represent thousands of other people by your presence here today. There are different stories and different projects, and every one of them has contributed to the strength of our country. It is very important for us on the committee to have your testimony about the different kinds of things you are doing as examples of how VISTA and volunteers generally can make a real difference in our communities and in the lives of people as well as, as you have all pointed out, in your own lives.

So we thank you immensely for your testimony. Keep up the great work, and thank you again for taking the time to be here this morning. We all deeply appreciate it.

Thank you.

Senator WOFFORD. Thank you all.

Senator DODD. Our last panel consists of witnesses who are with the Older American Volunteer Programs, and I am going to ask my colleague from Pennsylvania to introduce Colonel Frank Parry, if he would. Colonel, we welcome you here this morning. You've got one of your two Senators on the committee, so we'll give him the honor of presenting you to the committee.

Senator WOFFORD. And the other Senator is also a cosponsor of the national service bill.

Senator DODD. Yes, he is.

Senator WOFFORD. Mr. Chairman, it is a delight to introduce Colonel Frank Parry from Montgomery County, PA. And as our younger witnesses depart, I want them to know that part of the scheme that some of us have dreamed of is that there needs to be a pincers movement in this country between the younger volunteers of the Peace Corps and VISTAs and others, and older volunteers and people in service at all ages, but at the other end of the career spectrum, I think if we could get a large army of young people and people much older, we might be able to wake up the rest of middle-aged society.

Colonel Parry began his national service most appropriately in the Marines and the military services, and he is now pioneering in new forms of civilian service. And as a World War II Army Air Corps man, I salute you with an old, rusty salute for both kinds of service, the military and the civilian service, both of which are part of the concept of national service.

Colonel Parry is an active member of the Retired Senior Volunteer Program and is chairman of the board of directors for RSVP of Montgomery County. He has been particularly involved in the Volunteer Executive Consultants Project, a corps of retired business and professional persons who provide management advice and expertise in teams to nonprofit organizations. He is one of some 450,000 RSVP participants nationwide and about 18,000 in the Commonwealth of Pennsylvania. And I am glad he has with him Addie Sugarman, the executive director of the Montgomery County RSVP, which is said to be or believes that it is the very best one in the whole country. That's the kind of competition we invite all other communities around the country to join us in.

I am just very pleased that you here, and I am looking with equally great interest to the panel that you are a part of today. I would also note that the kinds of programs we are talking about are an example of Federal-State-public-private partnerships. I note that in your Montgomery Country program, the majority of the money comes from non-Federal funding, however significant I think the $74,000 of Federal money is.

So we very much look forward to hearing your testimony and equally the testimony of our friends from Maryland and Massachusetts.

Senator Dodd. Thank you very much, Senator. I don't know if you were here when I made the point that Margaret Goolsby, one of our previous witnesses, was a translator in the U.S. Army in Arabic and Syrian, and became a VISTA volunteer upon leaving the Army. I think having had both experiences is invaluable. There were some of us who served in the Army and the Peace Corps. I served in the Army after the Peace Corps and did my basic training at Fort Dix, NJ. I found both experiences to be tremendously valuable. Obviously, we don't have the same needs we did in the past—but both experiences were tremendously enriching to me as an individual, and great lessons can be learned from either type of service. So we are honored, Colonel, with your presence here today.

Let me introduce our other panelists. Wilhelmenia Mayden is from Maryland. Senator Mikulski very much wanted to be here, but she is busy with other committee hearings and asked me to apologize for her absence here.

Wilhelmenia is a Foster Grandparent. She is from Baltimore, where she volunteers at the Emily Price Jones Head Start Center. She has participated in the program since 1986, and has been working with Head Start children for nearly 4 years. She is the mother of two and has several grandchildren, and in addition to that, she cares for her own mother, who is 94, which is wonderful to hear.

Edith Courville and Helen Fiske—let me see if I can get this right. Edith is a Senior Companion, and you are the Senior Companion to Helen Fiske's mother. Did I get that right?

Ms. Courville. That's right.

Senator Dodd. Edith, I'm just going to say you are over 50 and leave it at that. You are a fellow New Englander, from Worcester, where you have lived since your childhood. You worked in the garment industry beginning in World War II and retired a few years ago. I understand you have been volunteering for 9 years since just after your retirement. You currently have four clients, including Hilda Corbin, who is 89 and homebound.

You visit Hilda once a week amd enjoy talking, knitting, and a variety of other things together that you are going to tell us about in your testimony.

Helen Fiske, as I pointed out, is Hilda's daughter and lives in Leicester, MA. Helen, who has six children of her own, provides care for her mother. So we are interested in hearing both of your testimonies this morning on the importance of this program. We want to hear from the volunteers' perspective as well as from the family's on how these programs are helpful to people.

So we are deeply grateful to all of you for being here and participating. I hope you found the first two panels interesting. Any and all statements, documents, supporting evidence, whatever you'd like to have be included in the record, we will so include it.

Colonel, we'll begin with you.

STATEMENTS OF COL. FRANK PARRY, CHAIRMAN OF THE BOARD, RETIRED SENIOR VOLUNTEER PROGRAM, MONTGOMERY COUNTY, PA; WILHELMENIA MAYDEN, FOSTER GRANDPARENT, EMILY PRICE JONES HEAD START CENTER, BALTIMORE, MD; EDITH COURVILLE, SENIOR COMPANION TO HILDA CORBIN, WORCESTER, MA; AND HELEN FISKE, DAUGHTER OF HILDA CORBIN, LEICESTER, MA

Colonel PARRY. It is an honor to speak for the almost 450,000 RSVP volunteers nationwide. I first got into volunteering when I was ending up my business career and started volunteering at Chestnut Hill Hospital in Philadelphia. At the same time, I became a Big Brother to a 9-year-old boy. The first time I took this youngster out for a walk, he found a frog, and he managed to capture it and put it in a little paper cup; on the way home in the car, he looked up at me with his big, blue eyes, this fatherless boy, and said, "This is the greatest day of my life." I was hooked on volunteering right then.

About the same time, I saw an add in the local newspaper for the Volunteer Executive Consultants of RSVP of Montgomery County. This is a group of about 100 business and professional men whose experience spans the spectrum from accounting to computer science to engineering, and we put together teams which help nonprofits. Let me give you an example.

There was a lady named Peggy Ann Dolan, whose daughter died of cancer, and she wanted to do something in memory of her daughter, so she was going to set up the Dolan Foundation, and she didn't know how to go about it. So she came to one of our workshops that described how to set up foundations, and now we have a volunteer who does all their computer work and another one who does their accounting. Without us, she couldn't have gotten started, and she will tell anybody that any time.

We have other programs which would be of great interest to you, I think. For instance, a few weeks ago, I visited the Penbrook Middle School in Lansdale, where we have seven tutors and two volunteers who work in the library. One of the tutors is an 80-year-old man whom I sat down and chatted with. He tutors three youngsters, 12 to 14 years old, twice a week. I asked him why he does this, and he said because when he was a youngster—he came from a broken family—he would have gone under if somebody hadn't reached out a helping hand a pulled him up. So he is now giving back to the community what he got as a youngster.

At the same school, I told the principal that we had a speakers' bureau. One of their classes was studying Germany just before World War II. We happened to have a volunteer who left Germany in 1938 at the age of 14. He came into the class and actually brought it alive.

A couple of years ago, the Upper Dublin High School was sending a field trip to Gettysburg battlefield, and they asked us if we had some volunteers who would like to go. We had volunteers, all right—we have five of them, all of whose grandparents fought in the Battle of Gettysburg. So you can imagine how this enlivened that field trip.

Senator DODD. Have you read Killer Angels yet, the book about the Battle of Gettysburg?

Colonel PARRY. No, I haven't.

Senator DODD. I highly recommend it to you.

Colonel PARRY. We also have programs for the disabled. In a program called Home Friends, we, together with the Variety Club of Philadelphia, find some family that needs help—a mother with a disabled or handicapped child who need some respite. I had a dear friend who went to a family in Norristown that had a boy with Down's Syndrome who was about a year and a half old, and a blind boy, 8 years old. So she would go and help out, read to the blind boy and take care of the other one, so the mother would have 2 or 3 hours once a week to do something else, just to relax.

Incidentally, my friend had cancer, and she kept doing this until 2 months before her death, when she became too weak to be able to drive over there. So this was of benefit to all of them.

We have another program called Talk to Me, which is a home reassurance program. A lady in her 80's would call this girl 8 years old every afternoon when she came home from school, and they got to be great friends. Then 1 day, after about 7 or 8 months, the lady didn't call her. So the child called the lady, but no answer. So she had the self-assurance to call up the RSVP coordinator, and they sent somebody out there, and the lady had died. But this had been a two-way relationship also.

We have a program called our Eldercare Corps. We have about 100 volunteers who go into the homes of the frail elderly and help them with laundry or paying bills, or just visiting, light housekeeping, you name it, helping them out. It is sometimes difficult to get volunteers to do this. It is very hard work. Anyway, we talked this lady who is in her mid-eighties into visiting another lady in Glenside, I think it was, who was in her nineties. At first, she thought she couldn't do it, but now they are great friends, and that 3 hours they spend together each day is of enormous value to both of them.

I could go on with a lot of stories like this, but I think that's enough to show you——

Senator DODD. Of course. Those are important stories. Those people put a face on these things, rather than just numbers.

Colonel PARRY. That is right. And there is an enormous potential of senior volunteers in this country, so anything you can do to help the program go forward, we appreciate it.

Senator DODD. Colonel, we appreciate that immensely. Those are great individual anecdotes, good examples of people helping other people, showing how these programs can make a real difference in people's lives. There is no way you can put a price tag on that. Some people are only impressed by dollars and cents. And what is the value you put on this? I don't know. But I do know that if you don't have it, it costs you a lot as a society when you don't have that kind of involvement.

Senator WOFFORD. Mr. Chairman, could I just interrupt?

Senator DODD. Absolutely.

Senator **Wofford**. Despite what I said earlier, I am told I have another front that I am called to, and I'm going to have to read your testimony, and I am very sorry to miss it.

On the cost savings, I agree with the chairman that the value is far beyond any dollars, but in Montgomery County, we estimate that community agencies have been saved $1 million a year by your programs, Colonel. I think that needs to be highlighted, too.

Senator **Dodd**. Absolutely.

Colonel **Parry**. Although I repeat what Senator Dodd said, that the real value is the emotional support back and forth.

Senator **Wofford**. Yes, I agree.

Senator **Dodd**. Thank you very much, Harris, once again. It is a pleasure to have you with us.

[The prepared statement of Colonel Parry follows:]

Prepared Statement of Colonel Francis Fox Parry

Good morning! I'm Colonel Frank Parry. After graduation from the U.S. Naval Academy in February 1941, I served in the U.S. Marine Corps until 1967. My experience is recorded in Three War Marine published in September 1987. After a brief period in industry, I came to Washington in 1970 to initiate an energy research program in electric energy systems. This encompassed such technologies as underground transmission, design and control of complex power systems, integration into the power system of solar arrays, wind machines, fuel cells and electric power storage, and investigation of the effects on humans, plants and animals of electric field effects from transmission lines. In 1981, I retired from the Energy Department and joined a small electric power research company (Electric Research and Management, Inc.) as senior management consultant. In 1988, at age 70, I retired for the third time and became deeply involved in volunteer activities.

I had already done some volunteering in a local hospital and was Big Brother to a 9 year old boy, but it was an ad in a local newspaper about VEC—Volunteer Executive Consultants—a special program of RSVP of Montgomery County—which brought me into volunteerism in a big way. My association with RSVP over the past 5 years has been not only rewarding but inspiring.

So it is indeed an honor for me to appear before this committee on behalf of the almost 450,000 RSVP volunteers nationwide. Although this is an impressive figure, it represents less than 2% of our over 60 population. Senior volunteers are a national resource of incalculable value. They save our communities millions of dollars each year—dollars which they would otherwise have to pay for services in hospitals, schools, libraries, nursing homes and thousands of other nonprofit organizations. But the monetary value of volunteer services is secondary to the emotional support value to both the volunteers and the individuals they serve. Let me be specific. Here I'd like to highlight three of our volunteers whose service speaks for itself.

SERVING SENIORS AND THE COMMUNITIES AT LARGE—THREE STORIES

Adele Gerber: Professor Emeritus, Dept. of Speech, Language and Hearing, Temple University. Author of Language Related Learning Disabilities. Through RSVP Adele . . . tutored brain damaged children and advocated for their appropriate school placement; tutors college students with low reading and writing skills; has instructed day care workers how to read aloud more effectively to young children; and works with " high risk" high school students on choral speaking presentations to nursing homes. Through this service learning project students give to the community while improving their own speaking skills and confidence.

She says, "RSVP helped me change from a all-time employee, dragged kicking and screaming from her life's work, to a contented, full-time retiree.

Ed Marsden: Retired Small Businessman. Eighteen years ago, Ed Mardsen suffered a debilitating stroke and was left unable to work or to drive. Through RSVP, which has enabled Ed to volunteer 4–5 days a week by providing transportation, Ed . . . gives nature talks to mental patients and to residents of nursing homes; is a weekly friendly visitor to many hospital patients and nursing home residents; visits terminally ill patients in their homes offering their caregivers respite; and visits homebound frail elderly, many stroke victims like himself, offering support.

Ed received the United Way's 1992 Suburban Volunteer of the Year Award.

Dick Pratt: Retired Unisys Software Designer. "Before contacting RSVP I led a rather dull retirement life . . . I needed to be truly productive. "Through RSVP Dick . . . has contributed 1,000+hours tutoring school dropouts for their GEDs. Seeing them receive their degrees was more moving to him than his children's graduations; has tutored at a youth center whose mission it is to prevent student dropout by providing one-on-one tutoring during homework time in the evening; and has tutored inmates at Graterford Prison and Eagleville Drug Rehabilitation Hospital

Dick received 1992 Dept. of Health and Human Services Literacy Partnership Award

Montgomery County is the third most populous county in Pennsylvania, behind Philadelphia and Allegheny (Pittsburgh) with a population of almost 700,000.

RSVP of Montgomery County was established in 1973 with a grant from ACTION's predecessor to provide those 60 and older with meaningful ways to serve their communities through volunteerism. Today, through six field offices, 1,200 volunteers serve 250 nonprofit agencies, making RSVP/Montco the primary source of senior volunteers in the county, saving community agencies more than $1 million a year. A strong part of RSVP's mission also has been to develop special programs in response to community needs. These programs also help us attract volunteers because of the varied opportunities to serve which they offer.

Illiteracy

As we recognized the number of people with low reading skills, we developed an Adult Literacy Program, in collaboration with local literacy councils, to recruit and place senior volunteer tutors in libraries, prisons, drug rehab facilities, and agencies offering GED tutoring to school dropouts.

As we learn about the efficacy of family literary training programs in breaking the cycle of illiteracy by teaching parents and their preschoolers together, we are developing a Family Literacy Volunteer Project to provide senior volunteers as consultants, tutors, job counselors, parenting and life skill mentors and ongoing family support persons.

Youth at risk

As we discovered the many children home alone before and after school, we mobilized Talk to Me volunteers to provide daily telephone reassurance and friendship. Talk to Me won the Delaware Valley Assoc./Directors of Volunteers award as the most innovative volunteer program of 1987.

As we recognized that alienation of the generations contributes to the problems of youth, we formed SAGE (Senior Adults Generating Enrichment) whose volunteers serve as mentors and tutors to young people in schools, and in dropout and drug prevention programs.

As "service learning" emerges as a way to engage and empower youth, we are developing CAPS (Citizens As Problem Solvers), a joint venture with schools, in which senior volunteers work with students as mentors, resources, and service partners to integrate service into the curriculum.

The frail elderly

As we identified nursing home residents who were lonely and idle, we designed Cassette Pal to link them with school children via audio tapes and visits. This oral history program breaks down stereotypes, provides dignified service for residents and curricular enrichment for children.

As we realized the overwhelming problems facing homebound frail elders, we launched RSVP's Eldercare Corps to assist them with the tasks of daily living such as shopping, bill-paying and laundry and provide companionship so that they can remain in their own homes in comfort and dignity.

The disabled

As we were apprised of the needs of disabled children, we worked with the Variety Club to develop Homefriends, a weekly visitation program which matches seniors as companions to children with disabilities, while providing respite and support for their families. In 1990, ACTION designated Homefriends a "Program of National Significance".

Nonprofit agencies needing management assistance

As we became aware of the needs of community agencies, we formed Volunteer Executive Consultants (VEC), a corps of retired business and professional persons who provide management assistance, as well as informative workshops to nonprofits and to groups nearing retirement age.

Let me say more about VEC because it is a core program of such importance to us. We have about a hundred men and women whose wealth of professional and technical experience spans the spectrum of community activity—computer science, finance, accounting, management, personnel, planning, engineering, journalism, the arts, education, manufacturing, law. Whatever a nonprofit's needs might be, we can put together a team of experts to help it out. Further, from this wealth of talent we have established a speakers bureau which is available to schools, senior centers, etc. Our SAGE program, in particular, draws heavily from our VEC talent pool for mentors.

As you can see, I am an enthusiastic supporter of RSVP and an advocate for senior volunteers everywhere. We are a valuable national resource which should be utilized to the extent possible. Thank you for allowing me to make this statement.

Senator DODD. Wilhelmenia, we thank you for being here.

Ms. MAYDEN. Thank you for giving me this opportunity to testify on behalf of the Foster Grandparents Program.

I have two grandsons myself, Jay and Adam. Jay is 8, and Adam is 10. My name is Wilhelmenia Mayden. I am a Foster Grandparent at the Emily Price Head Start Program School 60, in Baltimore, MD. My assignment at the Emily Price Jones Head Start Program began on November 1, 1989. I have been a Foster Grandparent since November 17, 1986. Previous assignments as a Foster Grandparent have been in a mental institution, parent/child center, and a day care center.

My role as a Foster Grandparent is to reinforce basic educational and social skills and to provide love and nurturing to those children in the program who have special or exceptional needs, children who have been determined by a medical professional to be mentally or physically limited, HIV-positive, hyperactive; children from misplaced home situations, for example.

I take my Foster Grandparent responsibilities very seriously, especially since I am located in a population where a large percentage of biological grandparents are in their mid-thirties.

The children who are fortunate enough to participate in a Head Start Program receive nutritious, well-balanced meals, health monitoring services, including mental care, and are taught basic educational and social skills.

Mr. Jerry Yates, ACTION's State director, makes sure that we get our stipends on time, and he works very closely with our project director, Mrs. Brenda Herrel.

It has often been said to me by professionals in various disciplines that the wisdom, patience and understanding that can only come about as a result of age and experience has become an invaluable asset to the Head Start Program's environment and success. For this reason, I strongly believe that an intergenerational network of support is essential to the success of the Head Start Program and that the Foster Grandparent Program can provide the foundation for any Head Start Program.

Thank you.

Senator DODD. Thank you very much, Wilhelmenia. We'll have some questions for you in a minute, and we thank you immensely for being with us this morning.

Ms. MAYDEN. Thank you.

Senator DODD. Edie—and I wanted to mention, by the way—I mentioned Senator Mikulski not being able to be here—that your Senator, Senator Kennedy, who is chairman of our full committee, also has a similar problem, but he wanted me to make sure that his constituents from Worcester were well-treated, and if he heard that you had any problems, he is going to fix me later somehow, he said. But he wanted very much to be here with you this morning and just couldn't get by, so his apologies to both of you.

Ms. COURVILLE. Thank you very much. I appreciate being able to speak for our elderly who are in need of care and companionship.

My name is Edie Courville. I was born in North Attleboro, MA, and at the age of 10 moved to Worcester, MA, with my family. I wanted to contribute to the war effort, so I became a stitcher at David Clark Company, on military garments. Soon after the war, I was promoted to supervisor of my department, which was now back to manufacturing undergarments for Sears & Roebuck Company. I retired from David Clark in 1983.

I enjoy reading and doing craft projects. My favorite crafts are crocheting, knitting, needlework, any handwork.

Just 6 months after retiring, a friend began talking about a volunteer program she was involved in. She told me how wonderful it felt to be helping others. She also explained about the stipend and the reimbursement of travel and meals while visiting clients. I had not been retired for very long; however, my friend was very convincing. I decided to look into the Senior Companion Program.

This month, I have been with the program for 9 years. I am 76 years old. Right now, I visit clients of the Visiting Nurse Association of Central Massachusetts. I am part of the special grant sponsored by Visiting Nurse Association of America. I have four clients.

I would like to talk about one of my clients, Hilda. Hilda could not be here today because she has a lot of health problems, but her daughter Helen made the trip with us. I have been visiting Hilda once a week since January. I hope we have a long association.

Hilda and I like to do many of the same things. We both enjoy knitting and crocheting, and we often sit and work on our separate projects while we talk. Hilda has enjoyed reading, and we have found in our chats that we have read many of the same books and enjoy the same authors. I make Hilda lunch when I visit, and we have a cup of tea and continue to talk. We never run out of things to talk about. She loves to reminisce, and we talk about how things used to be—being part of the senior citizen syndrome.

Senator DODD. We ought to tape those conversations and send them down here. [Laughter.]

Ms. COURVILLE. The Senior Companion Program lets me help other people, which makes me feel good. I like to know I am helping ease people's minds. I like to let people talk about their problems because they always feel better after they do.

The program keeps me active. When I know I am going to visit someone, it gives me incentive to get up, get dressed, and get out of the house. I have four clients, and we brighten each other's days.

I feel the program keeps me up-to-date. I enjoy the in-service trainings every other week. We have physicians, pharmacists, dieticians, HMO speakers, and we do learn a lot which helps myself and the clients, and I pass on information when it is needed.

I love to pass along all this information because they don't get out too much, so they don't get to know a lot of these things.

I enjoy having time to talk with other companions, many of whom are now my friends. Isolation, loneliness and despair is an illness in itself. Medication is no cure. A visitor, a Senior Companion, is a welcome change in a daily routine. So, what greater reward in life than to love and be loved? And it is great to be needed.

Thank you.

Senator DODD. Amen to that. You say it all, Edith. Thank you very much. I'll have some questions for you in a few minutes. You've got to be a great source of satisfaction and relief to those four individuals and their families, and we are going to hear from one of them now.

Helen, thank you for coming down. It's a pleasure to have you with us.

Ms. FISKE. I want to thank you for allowing me to come down today on behalf of my mom.

My name is Helen Fiske. I would like to tell you a little about my mother. Her name is Hilda, and she is 89 years old. My mother has many health problems. She has heart trouble, high blood pressure, bad eyes, back and abdominal problems, and pulmonary disease.

My mother has eight living children who now range in age from 73 to 55 years old. My mother lives by herself in a rural area.

Most of my brothers and sisters are in poor health or do not live close to my mother. I am responsible for most of my mother's care.

I visit my mother almost every day. I take her for her doctor appointments, pick up her prescriptions and groceries, go to the post office for her. I need to make meals for my mother or make sure someone else is taking care of the meals for the day.

I also have six children of my own whom I need to help out as much as possible.

My mother had services through the Visiting Nurse Association of Worcester. When the services were coming in, my mother used to cry as people would leave, saying, "Why can't they send someone just to talk to me?" I understood the nurses and aides were busy and had to do the job they were placed there to do. My mother was very lonely.

I spoke to one of my brothers who said he was going to call the Age Center. He called and spoke to someone in the Senior Companion Program who explained the program and said that if my mother was receiving services through the VNA, we could make a referral for a companion volunteer.

In January, Edie started visiting my mother. It is very difficult to describe the change in my mother since these visits began. She is much happier and talks about her visits with Edie as she looks forward to her next visit. She also talks all about Maine and the past, and we already know all that, so she can't repeat it to us.

My mother is a proud woman who wants to remain independent. She wants to live in her own home. Edie's visits help me to keep my mother at home. I know every Monday I do not need to worry about my mother because Edie is there to visit, and she is not alone.

When I have seen my mother and Edie together, they are like sisters; they have a special relationship. Edie is a special person in my mother's life, giving her companionship and filling her lonely days with love and laughter. I don't know what I would do if they took Edie from her.

Thank you.

Senator DODD. Thank you very much, Helen. That pretty much says it all, I think, if there are any doubters.

Unfortunately, we have an audience full of the converted here. I wish we could get some folks here who are doubtful about the wisdom of these particular efforts.

Colonel, let me begin with you. And by the way, these questions that I bring up, Wilhelmenia or Edie, if you want to comment on anything, please do; just because I address them to one individual doesn't mean that anyone else can't offer their own comments.

In the President's proposal for this expanded national service concept, it calls for lowering the age requirement for participation in the RSVP program from 60 to 55. I just wonder if you might comment, Colonel, on whether you think this will have any significant effect on the program, and are there people who are concerned about it, or who welcome it and applaud it?

Colonel PARRY. We welcome it. Actually, in Pennsylvania just recently, there was a law passed in which a lot of teachers will have the opportunity to retire at age 55. We have a program, part of VEC, which goes around and gives pre-retirement planning seminars, and we have talked to a lot of teachers who are 55 and over, and hopefully, we are recruiting quite a few of them. So we are delighted to have the age go down to 55. There are a lot of people available. Actually, we have some volunteers who are that age already, but we have to call them "junior" volunteers, which is sort of silly.

Senator DODD. Well, I'm getting precariously close to that age, and I've never quite thought of myself as a senior volunteer, but I think it is a good idea as well.

One of the things that you've done, and a couple of other witnesses have talked about, including Kathleen Wilken from Minnesota, is—and I like this idea—getting private participation in these efforts. It is so critically important. Again, we would all wish there were more resources available, but these are tough days, although I suspect some of you here can remember when times were a lot tougher than they are today. But clearly we don't have the resources to do everything we'd like, so getting other people and other organizations to participate in these efforts is critically important, and certainly in your programs, you have proven the value of that.

I wonder if you might talk to us for a minute about the value of the Federal commitment and of the Federal dollars as seed dollars. How important is that in terms of generating the kind of participation you have been able to get, either from the private sector or local or State government bodies as well?

Colonel PARRY. The seed money is very important, and of course, it provides us with a firm base each year for our budget. It is true that we do get most of our money, more than half of it, from private foundations and corporations and individual contributions. It is an effort. But it is very important, I think. We do get some money from the State and some from the county as well as the Federal, and this is money that we really count on. So it is all important.

We are incorporated, and that is why we are able to take this money from foundations and corporations. It is also the reason we are able to expand our program in all these areas of community need.

Senator DODD. Well, it is very important that that point be made to the skeptics, because there is an assumption that this can all be done on that basis alone. But what you have just said, is that without the involvement of the Federal Government and that Federal seed money, a lot of these efforts just would not get off the ground. Too often, that gets lost in these debates and discussions.

Let me ask—and Edie and Wilhelmenia, I want you to comment on this as well—I think it is a wonderful fact that we have almost half a million seniors who are out volunteering. Let's assume the age doesn't change. Let's keep it at 60. That represents about 2 percent of the population above the age of 60. Now, there are obviously health factors and other obligations that people have. But I wonder how we could do a better job of attracting more people to step forward and become involved in these programs. If we lower the age to 55, we are going to expand considerably the number of people who could become involved. How do we do a better job of attracting more people to step forward?

Colonel PARRY. We have pretty much the same problem VISTA has—name recognition. Even the people I play golf with every week, I keep telling them I'm going to some RSVP thing, and they say, "What's that?" I have told them eight times, and they keep forgetting.

Senator DODD. You must win all the golf matches; if they can't remember what they hit on the last hole, I presume you keep the score. [Laughter.]

Colonel PARRY. Anyway, if we had some sort of national program, a small one, which would periodically say what RSVP does and is, as well as these other programs, that would be helpful.

Senator DODD. Do they show an interest when you talk to them about it—I mean, even if they forget about it—do they show an interest?

Colonel PARRY. Every now and then, I recruit one. But they scratch their heads—"RSVP" means "Respondez, s'il vous plait," to them. So you have to keep working on it.

Senator DODD. I agree.

Edie or Wilhelmenia, any thoughts on how we might expand and get more people involved?

Ms. MAYDEN. I think we could advertise a little more by telling the younger people that it would help if they would begin early and learn the way to do these things. If you give them a helping hand, they'll have an early start, and maybe you can keep them in the organization.

Senator DODD. It's an interesting point. Senator Wofford raised the idea of VISTAs going out and talking in schools. Now, someone might say there is a long distance between schools and VISTA and seniors, but maybe some of these students would have grandparents—or parents, in some cases—that they could go home and tell about it. Maybe that's not a bad way to not only describe what the program does and how it reaches people, but also a way of communicating.

Ms. **MAYDEN**. In our program, there are about four people, and all of them are sisters. So you could start by doing it that way, with your family members.

Senator **DODD**. Edie, any thoughts on that?

Ms. **COURVILLE**. We're always looking for new people to bring into the program. We have put pamphlets put in our churches and apartment buildings and so on, but it seems that often, the people who have already retired are content, so you've got to kind of arm-wrestle with them to talk them into it. Occasionally, we get somebody coming in, but it is difficult when they get older. They don't want to give up their independence or whatever. But sometimes, talking to family members, they encourage them to get out and do something, so once in a while—but it is difficult.

Senator **DODD**. You make an excellent point, and I'd ask both of you, Edie and Wilhelmenia—you've both got other obligations. I mean, you've got your mother, Wilhelmenia, you've got your own children, and you are a busy person. There's an old adage that says if you want to get something done, give the job to a busy person. So maybe you are classic examples of that. But how do you find the time, Wilhelmenia?

Ms. **MAYDEN**. I don't know, but I found it. I spend some time with my son and his wife and their two boys. I wouldn't miss them. I never get too tired for that.

Senator **DODD**. Yes, Colonel?

Colonel **PARRY**. Senator, we just started a program called Service Learning in cooperation with the Norristown school district, which will be integrated into the educational system about service learning, and then our volunteers will go with the students to some of the people who need to be visited for various reasons—they are handicapped, or elderly, or frail—and we will cooperate in developing this ethic of service learning. We are very encouraged about it.

Senator **DODD**. I think it is important—this notion of busyness and busy people. I'm not a physician, but I think Edie hit it on the head. Putting aside the benefit to Helen's mother, Hilda, and the people that you work with, let's be candid—benefits accrue to those of us who have volunteer and we'll admit that if we're honest about it. Edie, you said it yourself, you are a healthier person because of your service to others. As you said, getting up in the morning and having a place to go, getting out, keeping moving makes you feel better yourself. Someone once said, when asked how he stayed so young, "I just keep working the body parts." You've got to keep them going; if you don't, then they lose their utility. I think a physician would tell you that one of the ways people stay healthy is keeping busy.

Edie, you put in a lot of years in the garment industry, and that's tough work. And I know that from experience I am old enough to have campaigned in the textile operations in Willimantic where young Bill is from, the thread mill there, going up into Putnam and Worcester and Springfield, CT—most of them are all gone today—but that was tough work. When you finally retired, what made you decide you wanted to, in a sense, go back to work?

Ms. **COURVILLE**. As I said, I was retired for 6 months, and that more or less levelled out—what am I going to do now? So I wanted to be a spoke in a wheel that keeps things moving and going.

Senator DODD. And you feel a lot better and healthier for that, don't you?

Ms. COURVILLE. Yes, and as you said, a doctor would say that. My doctor says, "Keep moving, keep moving."

Senator DODD. So often, we talk about all the things we do for people, but I think particularly for seniors, it is very worthwhile from a health standpoint to keep active and keep involved; that's what you are saying, in effect.

Ms. COURVILLE. Right. But also, mentally, it is wonderful for you because you have to be thinking of the other person, and you won't think as much about yourself—their needs, their wants, or what you can do for them—and that is good for you.

Senator DODD. I want to come back to something you said, Wilhelmenia, which doesn't come as any great surprise to me, but it will to a lot of other people who aren't familiar with teenage pregnancy in the country today. You said that a lot of these grandparents are in their thirties.

Ms. MAYDEN. They are.

Senator DODD. This is something that, a generation ago, was unheard of. I think your involvement in this program becomes even more important. I wonder if you might share with us why you think this program is especially important in light of this statistic. Why is what you do important in that context for these children's long-term health and benefit?

Ms. MAYDEN. Well, it is very important, because for one thing, you can take an example of yourself or myself. When you think about when you were that young, the things that you were doing and thinking about, and you know as you grew older, you began to think of better things, like more education and a better way of life. And you learn, of all things, more patience. A grandmother at 35 or 38 years old doesn't have too much patience. Now, I could be wrong, but——

Senator DODD. I think you are dead right.

Ms. MAYDEN. About 3 or 4 weeks ago, a grandparent came in and said, "I'm looking for this other grandmother than my granddaughter has been telling me about." So I told her I was the Foster Grandparent. She said, "I couldn't understand her. She just kept talking about you, so I came to school to see you. I wanted to see what you were like." So that is the advantage of waiting a little longer to have children, and then you'll have a little more patience. So I think that's where the Foster Grandparent really comes in.

Senator DODD. And fills a gap.

Ms. MAYDEN. Yes, very much so.

Senator DODD. I think that's an extremely worthwhile point, and I agree with you about the importance of a grandparents role in terms of continuity and of life's lessons that have traditionally been learned by someone a lot older than 35 or 36. But today, when many grandparents are just recently out of their own youth, it is almost impossible for these lessons to be passed on. So your role is absolutely vital and I appreciate your mentioning this to us.

Edie, I asked you about your own work and being involved and how much healthier you feel and you are as a result. You have four clients, Hilda being one. Could you just take a couple of minutes and tell us about the other three?

Ms. COURVILLE. Yes. I have a man who was in the military, has quite a few medals, and travelled a lot during the war, who is bedridden with multiple sclerosis, which my son has. He recently lost his wife, and he is a very lonely person. And his son is there, but everything is new to him—he has lost his mother, and he has care of his father—and he wants more time if we can give it to him eventually. But we have great talks. He has many experiences, and I learn a lot about what went on during the war and so forth through him.

Senator DODD. How much time do you spend with this gentleman?

Ms. COURVILLE. I only go there once a week so far, but we are aiming for more time.

Senator DODD. And you spend about 3 hours with him?

Ms. COURVILLE. Yes.

Then I have another client, a lady who taught me how to keep score in Scrabble because we play Scrabble a lot, and she is a very, very lovely, patient woman. She has a fractured back and has not been out of her house for months. I visit her twice, 2 hours at a time, because she tires easily.

Then, of course, I go to Hilda. And I have another patient, a woman who is a diabetic. We play cards for a couple hours, and then we talk the rest of the time. And if she needs an appointment, I can accompany her in the van, just for companionship. We chat a bit, and we get along very well.

Senator DODD. Someone might think you are turning into a bookie—I mean, playing poker and scrabble, a floating crap game——

Ms. COURVILLE. Well, she wins all the time. [Laughter.] But as I said, it is good for us, and we learn a lot of compassion and patience.

Senator DODD. Do you get a chance to talk with other Senior Companions and share your experiences?

Ms. COURVILLE. Every other week, at the Visiting Nurse Association, we do have the Companions at that particular station, and we do not use names, just initials, and tell the experiences or the problems that happened during the last 2 weeks.

Senator DODD. And that is valuable for you to share that information?

Ms. COURVILLE. Yes, yes. You learn a lot from their experiences, how to handle things. They are all so different; you wouldn't realize that there are so many different things going on.

Then, we have our meetings every other week, which are about 18 stations of different types besides the Senior Volunteers, and that's where we have speakers and learn a lot. But yes, we do get together and discuss all the problems.

Senator DODD. That's terrific.

I wanted to ask you, Mrs. Fiske—and I'd ask all of you the same question—you are out there in the field, and you are working with people every, single day. Are there other types of support programs which might be helpful, that you'd like to see some emphasis given to that we aren't involved with today in the various volunteer programs? Are there some things that we are missing, as you look around and as you work with your own clients or work with other people?

Helen, do you have any ideas of other support services your mother could use?

Ms. FISKE. Well, anything—Edie goes there 1 day a week for about 3 hours, and sometimes she gets so involved that she stays for 4 hours.

Senator DODD. Is that enough time? That's half a day——

Ms. FISKE. That day, I feel that I am free to do what I've got to do, and I don't have to wait in case I get a telephone call or whatever——

Senator DODD. And you are a busy woman. You have six children of your own.

Ms. FISKE. Yes, I have six children, also.

Senator DODD. And you have seven brothers and sisters, and you have your mother.

Ms. FISKE. Yes. I have a sister in Indiana; I have a sister in Worcester who just had aneurism surgery; my sister Flo lives in Worcester, and she had a stroke; my brother Larry has back and leg problems; Paul had prostate cancer; Richard was in a very bad automobile accident and has steel rods in his legs; and Roger lives all the way in Gloucester, and of course, I live in Leicester, so I am 35-40 minutes away.

Senator DODD. You could have a whole agency just to take care of your family, I think.

Ms. FISKE. Yes.

Senator DODD. You are busy, with that many brothers and sisters to worry about, as well as your own children and your mother.

Ms. FISKE. Yes, and I have an 11-year-old grandson living in the house, so it gets kind of——

Senator DODD. But just that 1 day a week makes it easier for you.

Ms. FISKE. Yes, it does, because I feel free that day.

Senator DODD. Colonel, any points on this?

Colonel PARRY. Well, the same thing I mentioned before—publicity. We do have a speakers' bureau that can speak on almost any subject you want, and we keep telling the schools, and occasionally we do get to go in and be a class resources, and that is very valuable. It's just a question of getting more people to know the capabilities that are available, and we work on that all the time, but we could use all the help we could get on that.

Senator DODD. I'm sure.

This has been very helpful to me. I am going to keep the record open for additional statements that other members may have. But as we build the case, having you here before the committee is very important to the committee and important to the U.S. Senate in building this record. With all due respect to the staff members who work very hard and tell us about the numbers of people and the numbers of hours spent and the amount of dollars spent and so forth, which is all very helpful, I think the best case is made by the people who are actually out there, serving. So I am deeply appreciative to the four of you and your predecessors on our first panel for being here and telling us about what you are doing as we consider expanding national service efforts. And I am determined to see to it that these existing programs are not lost in the shuffle. As the watchdog on this—and it has to come through here—no one is going to roll over you or roll over these other organizations; they are too valuable to this country. As we expand the notion of service, we can learn an awful lot from some very good programs that have had a wonderful effect on people's lives. As we expand these ideas and involve more people and do some of the other things that President Clinton is talking about, I think we are only enriched by your experiences and the experiences of the various programs represented here at the table this afternoon. We have kept you a long time, and I am deeply appreciative, and I know the other members of the committee are as well, to you for taking the time to be here this morning. And we'll keep you posted on how this is proceeding.

If you have any additional thoughts or ideas, please let us know, identifying any other things that you may not have mentioned here this morning that you wished you had. The record will remain open, and we'll take that evidence and include it in our record.

Ms. **Fiske**. And could I just add that no money can buy anybody's health and happiness.

Senator **Dodd**. I agree. A little human companionship goes a long way and means an awful lot.

I want to thank several people who were very instrumental in helping us put this hearing together today. Nora Manning from ACTION was tremendously helpful; Fran Butler from the Directors' Association of the Older American Volunteer Programs, and Mimi Magor from Friends of VISTA, did an excellent job in helping us put the hearing together. And my own staff—Suzanne Day, Sarah Flanagan, Judy Ezzell and others—all really did a terrific job in making this possible—and the minority staff as well.

So we thank everyone for being part of this. Stay tuned and watch how this unfolds. I think you are going to like what you see as we expand this program and involve more people as volunteers for America.

[Additional material submitted for the record follows:]

Prepared Statement of Dwight Rasmussen

Mr. Chairman, members of the subcommittee, I am pleased to have the opportunity to testify on the REAUTHORIZATION OF THE DOMESTIC VOLUNTEER SERVICE ACT and the proposed "NATIONAL SERVICE TRUST ACT OF 1993 (S. 919). I particularly want to address those provisions in the proposed legislation which impact on older persons in general, and those that impact on the Older American Volunteer Programs currently authorized by the Domestic Volunteer Service Act of 1973, as amended, and administered by ACTION.

My name is Dwight Rasmussen. I am the director of both the Senior Companion and the Foster Grandparent Project in Salt Lake City, UT. I offer testimony in my capacity as president of the National Association of Senior Companion Project Directors.

Together, the National Directors Associations for the Senior Companions, Foster Grandparents, and Retired Senior Volunteer Programs (RSVP) represent the majority of the more than 1,100 project directors in communities around the Nation who administer these programs. The volunteer force in these three programs combined approaches nearly 500,000!

- Currently over 10,000 Senior Companion volunteers are providing more than 1 million hours of service annually, working to prevent or delay the institutionalization of nearly 36,000 chronically ill elderly persons nationwide. Senior Companions play a critical role in providing long-term care by assisting adults with mental, emotional, and physical illnesses to achieve and maintain their fullest potential for independent living. Considering that the average cost for nursing home care is over $30,000 per year and the average cost for a Senior Companion volunteer who serves 20 hours per week is approximately $3,500 annually, the fiscal value and cost-effectiveness of this program becomes unquestionable.

- More than 23,000 Foster Grandparent volunteers provide 24 million hours of service annually to 77,000 children and teenagers with special or exceptional needs. These include babies born HIV positive, severely handicapped youngsters in special education settings, teenage parents, children enrolled in Head Start, children who have been abused or neglected, children residing in shelters for the homeless, and teenagers in the juvenile court system.
- This year over 450,000 older Americans volunteering through the Retired Senior Volunteer Program (RSVP) will assist more than 65,000 public and nonprofit agencies meet critical community needs. RSVP volunteers contribute 78 million hours of service annually, providing such assistance as literacy enhancement, in-home care, assistance in homeless shelters, driving for meals on wheels, and working with children in a variety of intergenerational settings.

This year the Independent sector calculates the value of volunteer service at $11.58 per hour. Using this figure, the value of services rendered to communities across this country by older volunteers in these three programs approximates $1.3 billion annually—yet the Federal budget to support Senior Companions, Foster Grandparents, and RSVP is less than $130 million annually.

Mr. Chairman, members of the committee, on many occasions you have voiced your support for the Older American Volunteer programs. You share our pride in the accomplishments of the dedicated volunteers who serve in them. But while we can marvel at all that these 500,000 individuals are contributing to their communities, it has been a source of frustration to us that these three programs provide opportunities for service for less than 2 percent of the eligible population. We know that more older persons would enroll in Senior Companion, Foster Grandparents, and RSVP if we had the resources to support them. We know it on a personal level because our programs have waiting lists of individuals wanting to volunteer and unmet requests from the community for additional placements. We know it from a national perspective because last year, an Administration on Aging/Marriott Senior Living Services Study identified 14 million older persons in this Nation who are not now volunteering, but who would volunteer if asked!

It was for this reason that our National Directors Associations enthusiastically endorsed the introduction of the proposed National Service Trust Act of 1993. In our view, one of the hallmarks of the legislation is its recognition that in the 1990's, no national service program would be complete without providing opportunities for involvement by America's growing and long-living senior population.

Mr. Chairman, an attachment to my testimony is a statement entitled THE CASE FOR SENIOR VOLUNTEERS IN NATIONAL SERVICE. I urge you and your colleagues to review this statement which includes compelling demographics about the numbers of older persons in America today (nearly 40 million) compared to the numbers at the beginning of this century when the notion of national service was first advanced—the numbers of healthy, active seniors who represent a vast untapped resource for contributing to the betterment of America's communities.

The proposed National Service Trust Act of 1993 would bring together under a new "Corporation for National Service" the programs currently authorized by the National and Community Service Act of 1990 and the ACTION Agency programs—VISTA and the Older American Volunteer Programs, currently authorized by the Domestic Volunteer Service Act. The foundation for senior involvement under the proposed National Service Trust Act of 1993 are the three Older American Volunteer Programs—Foster Grandparents, the Retired Senior Volunteer Program (RSVP) and the Senior Companion Program—which the legislation proposes to expand. In addition, the legislation establishes a trust fund for the allocation of educational awards to students, young and old, who make a substantial commitment to service. It targets intergenerational programs as a focus of national service activities. We applaud the age-inclusiveness of the proposed legislation.

Our support for the proposed National Service Trust Act of 1993 was expressed with the knowledge that we would have the opportunity to work with the Congress to achieve changes to strengthen and improve the proposed legislation.

Mr. Chairman, I would like now to turn my attention to the specifics of the proposed legislation and to those aspects of the legislation which our National Directors Associations agree require strengthening and revision.

ADMINISTRATIVE ISSUES

Board of Directors

- The proposed Corporation for National Service would include an 11 Member Board of Directors, eight members of which would be drawn initially from the members of the Commission on National and Community Service. With nearly 500,000 volunteers currently enrolled in Senior Companions, Foster Grandparents, and RSVP, and with a focus on intergenerational programs under the proposed act, senior volunteer representation on the Board must be mandated. Representation must reflect and give recognition to the value of service by older persons who give back so conscientiously to the Nation they continue to help build.

> We recommend that the Board be expanded so as to enable broad representation, and that there be a legislative requirement that the Board include representatives of the senior volunteer constituency.

- We object to the provisions in the proposed legislation that would draw an initial 8 members of the Board from those serving on the Commission. S. 919 calls for a joining of ACTION and the Commission under the new Corporation—a 20 year old agency and a 2 year old Commission. It establishes two divisions within the Corporation, the "Federal Programs Division" to administer those programs currently in ACTION, and the "Investment Division to administer Commission programs and the new National Service Trust. Having the new Board be comprised of 8 members of the existing Commission gives too much focus to the one side, and undervalues the importance of the other.

> We recommend that an expanded Board be developed, with no seats reserved by Commission representatives.

Conflict of interest issues

- We are concerned about conflict of interest issues, both on the National Board and State Commission level. Even the appearance of conflict of interest is not healthy. One solution might be to have the National and State Boards set policy on grant making, but the grants awards themselves be selected by objective staff, supported by expert outside proposal reviewers.

> We recommend that safeguards, such as those suggested above, be included in the legislation to ensure against conflict of interest in grantmaking.

State Commissions and their relationship to the ACTION field structure

- The proposed Corporation for National Service would include State Commissions on National Service, of no more than 13 voting members, to mirror the national structure. Initial fact sheets from the White House indicated that representatives of the older American volunteer programs would be required members of the State Commissions. We applauded this. Yet when the legislation was introduced, we found that, rather than including a requirement that representation of the older American volunteer programs be mandated on the State Commissions, the proposed legislation mandates instead that States choose one representative from the following three essential groups: "A national service program, such as a youth corps program, a service program for school-age youth, and a program in which older Americans are participants. Mr. Chairman, even Solomon himself would have difficulty with this one. Clearly, each of these groups deserves separate representation.

> We recommend that the State Commissions be expanded, and that voting representation of senior volunteer programs on the State Commissions be mandated.

- The proposed legislation further provides that a Corporation representative will be a voting member of the State Commission. It has been suggested that this "Corporation representative" will be a representative of the ACTION field structure, yet the proposed legislation lacks clarity as to the role of the ACTION field structure. The ACTION field structure offers the capacity to provide technical assistance to community-based programs as well as to monitor funding streams and provide for program evaluation, roles critical to the success of the new national service proposals. The strengths of this field structure should be utilized and built upon.

> We recommend that there be more clarity in the legislation as to the importance of the role of the ACTION field structure in relationship to the State Commissions, and that the ACTION field structure be officially represented on the State Commission.

Funding stream issues

- Because of the lack of clarity in the legislation regarding the Corporation's field structure, questions have arisen about the funding stream of programs in the Federal Programs Division. Currently when a grant is made to an ACTION sponsor, no administrative overhead is taken from the grant by ACTION or its field offices. We seek assurances that this process will continue, and that State structures, such as State Commissions, not take administrative overhead out of grants made by the Federal Programs Division.

> We recommend that safeguards be included in the legislation to assure that Federal Programs grants are awarded directly to grantees, and to prohibit any other entity from diluting these grants by assigning administrative overhead expenses to them.

National Competitions

- The proposed legislation allocates one-third of its funding for national competition among subdivisions of States, public and not-for-profit organizations, institutions of higher education, and Federal agencies. Clarity is needed as to how programs in the Corporation's Federal Programs Division—including Foster Grandparent, Senior Companions, and RSVP can compete for these funds as well.

> We recommend that, regarding national competition, the reference to "Federal agencies" should be qualified to read: "including programs in the Federal Programs Division of the Corporation."

Support functions

- The proposed legislation includes provisions for training, research, evaluation, demonstration, and promotion in both the Investment and Federal Programs Divisions of the Corporation. In order to provide for maximum coordination and prevent unnecessary duplication, these functions should be administered in a separate program support arm of the Corporation.

> We recommend the addition of a third division of the Corporation to provide for training, research, evaluation, demonstration, promotion, and other Corporation-wide support services. Provisions in the proposed legislation relating to these functions in the Federal Programs Division and those in the Investment Division should be moved to a new support division. There should be a separate authorization of appropriations for this new support division.

Clarity regarding administrative provisions in the Domestic Volunteer Service Act

- Sections 401 and 402 of the Domestic Volunteer Service Act provide for the administrative structure of programs currently operating under that act. The proposed legislation lacks clarity regarding how that structure will be continued. Will there continue to be a Director of the Older American Volunteer Programs (redesignated National Senior Volunteer Corps)? Will there continue to be a separate individual responsible for administering Senior Companions, Foster Grandparents, and RSVP, as provided for currently in section 401 of the Domestic Volunteer Service Act, and which our National Directors Associations have long advocated?

The identity of these programs cannot be submerged in a bureaucratic structure. Their identity must be protected and promoted by the authorizing statute of the Corporation.

The proposed legislation both repeals sections 401 and 402 of the Domestic Volunteer Service Act and later amends them. As these legislative drafting errors are corrected, we are concerned that the underlying principles established in sections 401 regarding program identity be retained.

Providing "flexibility" for an administration which is supportive of service might be the undoing of these programs and this agenda in a less supportive political climate. This legislation must be crafted for the long term institutional support.

> We recommend that this committee reconcile conflicting provisions in S. 919 regarding sections 401 and 402 of the Domestic Volunteer Service Act in a manner that preserves the Directors of VISTA and the Older American Volunteer Programs and separate individuals to head the Foster Grandparent, RSVP, and Senior Companions Programs.

INVESTMENT DIVISION ISSUES RELATING TO SENIOR VOLUNTEERS

Intergenerational programs

- Intergenerational programs are one of 12 categories listed in the proposed act which will be eligible for program assistance under the Investment Division. But since the Corporation Board can establish priorities among these 12, we are concerned that this important focus may be lost. Particularly given the number of potential senior volunteers who could be involved as providers in programs under the act, as well as older persons who might be recipients of youth service, and because insufficient attention has been given to intergenerational programming in the past, special consideration should be given to intergenerational programming under the proposed legislation.

We recommend that each of the categories listed as eligible for program assistance should include intergenerational action to the extent appropriate. Such a cross-cutting requirement would insure that rather than losing the intergenerational focus of the legislation, greater recognition will be given to the importance of this aspect of the bill.

We recommend that a criteria for program assistance should include the extent to which intergenerational components are included in grant proposals.

Head Start Assistance

- The proposed Act includes Subtitle H—"Investment for Quality & Innovation" which is similar to Subtitle E "Demonstration" programs in the National and Community Service Act. The new Subtitle H includes most of the old Subtitle E provisions, but, with respect to the "Assistance to Head Start" provisions that called for placement of Foster Grandparents in Head Start Centers, the new language refers only to "older adults" placements.

One of the strengths of involving Foster Grandparent volunteers in Head Start Centers is the consistency and intensity of their service. Foster Grandparents serve 20 hours per week, year round, and have an extremely low attrition rate. To dilute the Head Start Assistance provisions by deleting the reference to Foster Grandparents would reduce the effectiveness of this marvelous example of intergenerational partnership.

But the story gets even worse. Not only are the references to Foster Grandparents dropped, but the entire Head Start assistance provision is diluted by relegating it to one of many intergenerational programs that "may include" a program in which older adults provide services to children who participate in Head Start programs!

We recommend that the provisions for Head Start Assistance from Subtitle E of the current National and Community Service Act legislation be substituted for the much weakened version proposed in S. 919.

FEDERAL PROGRAMS DIVISION ISSUES RELATING TO SENIOR VOLUNTEERS

Mr. Chairman, other suggested legislative changes included in S. 919 which we support, with our recommendations for changes noted, include the following:

- "Older American Volunteer Programs" are redesignated "National Senior Volunteer Corps."
- Older persons who are in the work force can still participate in RSVP, Senior Companions, and the Foster Grandparent Program.
- Foster Grandparents are allowed to work with more than one child, as appropriate, depending on the project site. For instance, it would be difficult to restrict a Foster Grandparent volunteer to interaction with one child only in a school or child care situation.
- A stipend increase corresponding to cost of living increases is authorized during the 5 year reauthorization period for Foster Grandparent and Senior Companion volunteers.
- The Director is encouraged to enter into agreements with other Federal agencies to partner RSVP and Foster Grandparents with Head Start; coordinate activities with the Administration on Aging In-home Care program, coordinate with the Department of Education for mentoring projects involving senior volunteers; and coordinate activities with the Environmental Protection Agency for senior involvement in environmental programs.

We recommend the addition of a specific provision requiring the Director to seek to enter into interagency agreements between the Health Care Financing Administration's (HCFA) Medicaid Waiver program and the Senior Companion and Foster Grandparent programs. Volunteers in both these programs work with Medicaid recipients, be they handicapped children or the frail elderly. Integration of Senior Companions and Foster Grandparents in the Medicaid Waiver program would go a long way toward cutting the cost of community-based care, while providing new resources for expanded involvement by Senior Companion and Foster Grandparent volunteers.

- Programs of National Significance (PNS) categories are expanded to include categories we recommended, such as: seniors in environmental projects; ethnic outreach; criminal justice programs; and apprenticeship programs that match skilled older volunteers with young people in transition from school to the work force.

With regard to the PNS provisions, the legislation includes the elimination of the requirement that one-third of new funding must be spent on PNS grants before being allocated for other purposes.

We recommend that the PNS earmarking in the current legislation be retained. This provision was included in the 1989 Domestic Volunteer Service Act Amendments by this committee, under the sponsorship of Congressman Dale Kildee. As a result of this earmarking, over 300 PNS grants have been awarded since then, enabling existing projects, with grants in the $5,000 to $20,000 range, to expand the numbers of volunteers involved in national significance activities. We are confident that these grants never would have been made were it not for the earmarking. We feel strongly that it should be retained.

- Authorizes provision of technical assistance to other nations about Domestic Volunteer Service Act programs. We support this provision. Our National Directors Associations have worked informally in the past to share the wealth of our experience in senior volunteerism with other nations. We have produced manuals with the American Association for International Aging on how to start RSVP, Foster Grandparent, and Senior Companion Programs in other nations. We have hosted international visitors at our projects so that they can see first hand the value of senior volunteerism. RSVP projects have even become involved in "sister city" type arrangements with similar projects in other nations. We support the systematic promotion of this kind of interaction such as is proposed in S. 919.
- Provides copyright protection for the RSVP, Foster Grandparent, and Senior Companion Programs.
- Provides a 5 year Authorization of Appropriations, with minor funding increases authorized for the fiscal year beginning October 1994.

We recommend higher authorization increases over current funding levels than the amounts provided in the proposed bill. These are reasonable authorization levels, given the administration's pledge to expand these programs under the proposed legislation. It is important to keep in mind, too, that all three of these programs offer potential cost effective tools for health care delivery, as volunteers in each program are involved in efforts to relieve the drain on health care dollars through their service to the frail, the disabled, and the homebound.

Our recommendations for FY 1994 authorizations of appropriations are as follows (dollars in millions):

	Directors Assns Recommendations	S. 919	Current funding
RSVP	$45.000	$35.800	$33.686
FGP	$80.000	$68.800	$64.804
SCP	$40.000	$31.700	$29.548

We recommend the retention of the funding floor for the Older American Volunteer Programs that exists in current law, which stipulates that "there is authorized to be appropriated not less than the amount appropriated in the previous fiscal year."

ADDITIONAL CONCERNS

New demonstration authority under title II of the Domestic Volunteer Service Act

- S. 919 proposes a new part E of Title II of the Domestic Volunteer Service Act to fund innovative projects involving senior volunteers. There is no authorization of appropriations for this section.

We recommend that the proposed new part E of Title II of the Domestic Volunteer Service to fund innovative projects involving senior volunteers be moved to a third "support division" in the Corporation. This will ensure that funding that might otherwise be available for Senior Companions, Foster Grandparents, and RSVP is not diverted for purposes of funding the proposed new title E, and it will ensure that programming for senior service is integrated throughout the Corporation's activities.

Center for Research and Training

- S. 919 proposes a new section 426 of the Domestic Volunteer Service Act for a "Center for Research and Training." There is no authorization of appropriations for this section, rather, the legislation proposes that funding would come from VISTA and Senior volunteer program appropriations—"not less than ½ percent or more than 1 percent." Since the function for research and training is one that cuts across Corporation activities, we have questions about the appropriateness of this placement in the legislation.

We recommend that the proposed "Center for Research and Training" in the Federal Programs Division be moved to a new "support division" in the Corporation, and that a separate and meaningful authorization of appropriations be provided for this function that is so important to the success of the national service movement.

Cost of living adjustments

- S. 919 includes an amendment to section 226 of the Domestic Volunteer Service Act regarding cost of living adjustments to sponsoring agencies operating Senior Companions, Foster Grandparents, and RSVP. The amendment would delete requirements in existing law that annual reports be made to the House Committee on Education and Labor and the Senate Labor and Human Resources Committee with regard to the extent of project needs for cost of living increases. Our Associations testified at the March hearing with regard to the importance of these reporting requirements to our programs. We sought relief after a decade of frozen grants and a lack of acknowledgement by ACTION Agency leadership concerning our cost of living needs. It was only after Congress required these reports that the Agency began to acknowledge the extent of the difficulties we faced at the local level. We continue to feel that these reporting requirements are vital to the continued health of our projects

We recommend that the provisions in S. 919 which would delete the section 226 reporting requirements be deleted, and that the reporting requirements be retained.

We recommend that additional language be added to ensure that prior to funding new projects, cost of living adjustments must first be allocated to existing projects so that they will remain healthy and able to carry out their program responsibilities effectively and responsibly.

ADDITIONAL SUGGESTED AMENDMENTS TO THE DOMESTIC VOLUNTEER SERVICE ACT PROVISIONS IN S. 919

We recommend that S. 919 be amended to include the following provisions:

- authorization for the development and use of bilingual recruitment and training materials.
- authorization for formal partnerships between the Corporation and the National Directors Associations so that we can utilize our experience and networks to enhance the National Senior Volunteer Corps programs as well as other senior volunteer initiatives of the Corporation.
- increase the current $250,000 funding floor in section 221 of the Domestic Volunteer Service Act for promotion of Senior Companions, Foster Grandparents, and RSVP. We would be pleased to work with the committee and ACTION to determine a reasonable, but responsible, higher figure.
- ensure that "non-ACTION" Senior Companions, Foster Grandparents, and RSVP volunteers and projects are considered full partners with regard to mandated stipend increases and eligibility to apply for special funding opportunities, such as Programs of National Significance grants and other funding opportunities made available through the Corporation.

CONCLUSION

Mr. Chairman, this concludes my testimony on S. 919. You can see that our National Directors Associations have given much thought to the proposed legislation. We urge you to give every consideration to our suggestions. They are born out of our experience in the field, our commitment to the power of older volunteers to make a difference in the lives of others in their communities.

Leadership

Before closing, however, there is one important addition I must add to my testimony. That has to do with leadership. Those of us involved with ACTION over the past decade have suffered from lack of leadership at the agency—from lack of a strong voice advocating for our programs. I think it is fair to say that had that leadership been present at ACTION when the National and Community Service Act legislation was considered in 1989, ACTION would have been the administering arm, and this Congress and this administration would not be faced with the dilemma today of how to merge two Federal volunteer agencies.

Let us learn from our past experience as we move forward now to make S. 919, the proposed National Service Trust Act of 1993, the best it can be. If the proposed National Service Corporation is to thrive, it needs strong, visionary, inspirational leadership with full access to the President—"a Sargent Shriver of the '90's." And if the Federal Programs Division of the Corporation is to thrive as a full partner in the Corporation, it needs strong, visionary, inspirational leadership. And if Senior Companions, Foster Grandparents, and RSVP are to reach their potential, they need that kind of leadership as well.

Our final request to this committee is that as you exercise your oversight responsibility, you work to ensure that we get the best in leadership, because that is what we need and what our programs deserve.

Thank you for this opportunity to take part in the development of this landmark legislation.

PREPARED STATEMENT OF DAVID R. GURR

I am David Gurr. I am president of the Union that represents employees of the ACTION Agency, AFSCME Local 2027, an affiliate of the American Federation of State, County, and Municipal Employees.

ACTION employees enthusiastically support the programs proposed by the National Service Act. For two decades ACTION employees have witnessed and been instrumental in the implementation of successful volunteer-based community service programs. These programs have met a wide range of human, educational, environmental, and public safety needs.

While ACTION employees are excited about the revitalized prospects for national community service, they are greatly concerned that there are technical aspects of the legislation which undermine civil service and could harm the Corporation for National Service as well. Specifically, the legislation:

- allows some unnamed ACTION functions to be transferred to the new Corporation;
- has very limited guarantees for those employees who may be transferred (e.g. they may keep their jobs and pay for one year);
- authorizes the establishment of a new personnel system for the Corporation that is outside important provisions of the current Title 5 Civil Service regulations;
- limits employment in the Corporation to five years with possible extensions in certain circumstances;
- offers "job counseling" to those who do not transfer; and
- could limit the transfer of functions from ACTION since the new Corporation will have up to 18 months to hire outside employees to perform those functions.

Representatives of the White House have acknowledged that the wording of the legislation may not reflect everything the drafters of the Act intended. The language in a public law must assure that drafters intentions are effected and known. Administrations may change but public laws may still be in effect. ACTION employees would feel more secure having these intentions specifically stated.

The new Corporation is to be run like a streamlined enterprise, with enthusiasm, fresh ideas, and quick decisions. Its "flexible personnel policy" is being touted. It is to run like a private corporation. However, what successful corporation in the private sector--young or old, large or small--has a policy that limits employment to five years? How can the Corporation effectively maintain effective personnel, computer, grants and contracts, and legal services when you let experienced employees go after five years?

A philosophy behind the establishment of the Corporation is that it would not be able to efficiently do its job within the confines and structure of the federal civil service system. So the proposition is to select certain jobs that will go to the Corporation, provide job counseling to employees who don't go, set up a new personnel system, hire new people, and run an organization that will do what ACTION and the national Commission are currently doing. This does not make sense programmatically, fiscally, or from a human resource perspective.

The civil service system was established in the late 19th century to stop politicization, favoritism, and the spoils system. The federal civil service contains methods for competitive hiring, rewarding exemplary performance, and providing security, continuity, and constancy at key levels of government--through a system that is as free of political influence as possible. Are we going to create a system that unintentionally takes us a step back in time?

ACTION's programs are widely acknowledged to be extremely successful, and this is due in no small part to the stewardship, skills, and expert knowledge of volunteerism of ACTION's employees. Many ACTION employees are former VISTA and Peace Corps Volunteers and staff and bring a personal understanding of and commitment to volunteerism. For years we have had experience supporting ACTION's programs and a wide variety of national and successful local volunteer projects. Because of this experience, we believe that every ACTION employee should be transferred to the Corporation. There would be no disruption of programming or continuity if all staff were brought into the new Corporation. ACTION employees have demonstrated that they can effectively and efficiently manage national and local service programs.

If all ACTION employees are transferred and given assignments that would use their experience and ability, the Corporation would gain program continuity, staff experience, regional and state expertise, and a foundation that would help achieve success. ACTION employees know that quality program management will allow the Corporation to succeed and make a significant impact on this Nation through expanded opportunities for national service.

As you know, service learning is one of the programs proposed in the legislation. You should be aware that service learning was developed by ACTION's National Center for Service Learning in the late-70's. This program put into practice a classic and successful model of public-private synergy. Similarly, ACTION was the creator of numerous national service models including the Program for Local Service. Since its inception, ACTION programs have continued to develop models for national service and these models can be replicated under the new Corporation if the knowledge and experience of ACTION employees is tapped.

ACTION employees can provide expertise and support for the various programs under the new Corporation, as well--developing projects, training project staff and volunteers, supporting local collaborations with the public and private sector, fiscal and program monitoring, program evaluation, recruiting volunteers, and encouragement and recognition.

ACTION employees possess the knowledge and experience in working with local and state-wide volunteer organizations, local government, businesses, educational institutions and any other organization that could collaborate to achieve projects. In fact, they have been acknowledged by local and state-wide volunteer organizations for skill, sensitivity, and accessibility.

ACTION staff want the National Service Trust Corporation to be successful. They believe that the Act can be strengthened with some technical changes to the legislation. These changes will help employees and will enhance the programs under the new Corporation. The changes are:

- o All functions currently performed by ACTION and all employees associated with those functions should be transferred since they will be required by the Corporation.

- All employees of the Corporation should be covered by the Civil Service Provisions of Title V, United States Code in its entirety.
- There should be no maximum period of employment for employees.
- All ACTION employees who are transferred to the corporation should retain their competitive civil service status even if they are offered and accept a new position in the corporation.
- ACTION should be a part of the Corporation for National Service from the date of its inception.

To summarize, the ideals of national service are those that ACTION employees have believed in and worked on for decades. It was best stated by Senator Wofford during the full Senate Committee hearings two weeks ago. He said that "Those who give public service every day in their careers would be ill served if they are not involved in implementing national service." National Service is what ACTION employees have hoped for and wished to be a part of for a long, long time.

PREPARED STATEMENT OF ANN MARIE PANTOS

My name is Ann Marie Pantos. I have been the Project Director for the Senior Companion Program for four and one half years. I truly believe in this program because it works!

The Age Center of Worcester Area, Inc. has sponsored the Senior Companion Program since it came to Worcester, Massachusetts in 1981. We have recently begun our twelfth grant year! Currently, the program is funded for 72 volunteers serving 76,692 hours and 397 people through 19 community agencies.

Six volunteers are funded through an ACTION/VNAA partnership to demonstrate how SCP volunteers serve as the eyes and ears of professional nurses freeing them from non-professional duties.

Recently, our program was awarded a Program of National Significance Grant for an additional four Senior Companions. These companions will be recovering alcoholics who will be "peer advocates" to elders in the community who are struggling with a substance abuse problem.

The program has a dual benefit of providing low income elders stipended volunteer opportunities to assist isolated, frail elders living in the community to maintain their independence.

Senior Companion volunteers are provided a small stipend of $2.45 for each of the 20 hours per week which they serve. This amount of money greatly improves their quality of life. Some of our companions depend on this income to purchase groceries, pay their rent or utility expenses. The program also assists these volunteers with the costs associated with volunteering, specifically travel and meals.

Companions tell me over and over the greatest benefit to being a Senior Companion is being kept active and involved in their communities while providing assistance to their less fortunate peers.

The services these volunteers provide are priceless. For many clients the Senior Companion who comes into their home may be the only contact they have with the "outside world." For clients who are receiving other community services, the friendship of a Senior Companion is unlike that of any homemaker, aide,or other service which may be provided in their home.

Senior Companions are also assisting families in caring for parents and grandparents. Many of these families are part of the "sandwich generation" and are at the same time caring for their own children. In these situations family members may be stressed and overwhelmed with the responsibility and care they are trying to provide. Companions entering these homes give not only respite to the family but a better quality of life to the elder.

The Senior Companion Program is a proven cost efficient and effective service delivery model. The services and benefits of a Senior Companion volunteer at approximately $3,500 annually clearly outweighs more restrictive and costly alternatives, such as nursing home placement which averages $30,000 per year. Aside from the dollar savings, preserving a persons dignity, independence and social status in the community is incalculable.

Throughout their careers, older Americans have been instrumental in paving the road for all of us to lead a better life. Now retired, they continue to influence and benefit others through their volunteer efforts. Last year the Senior Companions in Worcester County provided over 76,000 hours of volunteer service to 397 older people. It is important that we continue to learn from their exemplary performance. Let us not over look one our nation's finest natural resources, senior volunteers, but follow in their foot steps and promote volunteerism. I urge you to support and authorize the Older American Volunteer Program legislation.

Senator DODD. Thank you very much. The subcommittee will stand adjourned until further call of the chair.

[Whereupon, at 12:35 p.m., the subcommittee was adjourned.]

NATIONAL SERVICE TRUST ACT OF 1993

TUESDAY, JUNE 8, 1993

U.S. SENATE,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The committee met, pursuant to notice, at 10:05 a.m., in room SD–430, Dirksen Senate Office Building, Senator Wofford, presiding.

Present: Senators Wofford, Pell, Dodd, Mikulski, Wellstone, Coats, and Gregg.

OPENING STATEMENT OF SENATOR WOFFORD

Senator Wofford [presiding]. Welcome. This hearing will come to order.

This past weekend, we remembered the loss of Robert Kennedy 25 years ago. I can still hear him a quarter of a century later, calling certain conditions "unacceptable." And when he said "unacceptable," we knew he was going to be asking us—and himself—right away to do something about it. And like John Kennedy and General Schwarzkopf's statement, which will be put in the record today, he turned that word "ask" into a very, very strong verb.

So it is appropriate that we are here today discussing this particular piece of legislation, but it was Robert Kennedy who was the first strong proponent of the idea of a domestic peace corps many, many years ago. He believed then, as many of us do now, that large-scale youth service and national service is an idea that crosses party and ideological lines and brings people together on common ground. And it was Attorney General Kennedy who was the administration's witness on the legislation creating the Volunteers in Service to America who said, "We are convinced that Americans are equally willing to take on the toughest jobs in this country, whether in a city slum, an Indian reservation, or a mining town," drawing a comparison to those Americans who had gone forth in the Peace Corps to Asia, Africa, and Latin America.

So I am honored that Senator Kennedy has asked me to chair this hearing and happy that the first witness to fill Robert Kennedy's shoes and to follow on his testimony today in this new era is Secretary Michael Espy, who is on a very tight schedule today, and we appreciate your coming, Secretary Espy.

My colleagues will give their opening statements right after you have finished. It is an honor to have you, one of the original cosponsors of the National Community Service Act of 1990. You are a fellow graduate of Howard University. You have been a leader in battling poverty and hunger in this country. And I might add that your Mississippi Delta Corps is an interstate effort that you have been connected with, and is one of the best service corps in the country.

Secretary Michael Espy.

STATEMENT OF THE HONORABLE MICHAEL ESPY, SECRETARY, U.S. DEPARTMENT OF AGRICULTURE, WASHINGTON, DC

Secretary Espy. Thank you, Senator Wofford and the other distinguished members of this committee.

I am delighted to be here this morning, and I thank you for accommodating me. I have a pretty tough schedule this morning. It is an honor to represent President Clinton on the issue of national service. We think that this issue is a dramatically bold initiative that will reinvent the way Government interacts with our citizens and the way citizens interact with our Government.

I find it a special honor to testify before you, Senator, on this particular topic, given your role in helping President Kennedy create the Peace Corps and your leadership in making Pennsylvania a model for how States and localities can promote youth services.

As you know, Secretary Bruce Babbitt appeared before this committee on May 11th and outlined the basic programmatic details of the administration's National Service Initiative. I guess it could be said that I am pinch-hitting for Secretary Babbitt this morning; he is answering questions of another kind this morning.

I will not repeat all the details that Bruce has already given, but I will focus instead on the underlying civic philosophy behind this initiative and with particular emphasis on how the USDA plans to put our philosophy into action.

In the years preceding this past Presidential election, then Governor Clinton led a movement that was dedicated to reuniting the interests of the poor and the middle class by fashioning innovative new avenues of upward mobility. I was proud to have been a part of that movement. We searched for fresh approaches to governing that would discard the failed and divisive ideologies of the old left and the old right and would instead, Mr. Chairman, implement practical, real world solutions for the unique new challenges that we face today.

We based our efforts on the idea that Government should promote three fundamental principles: community, opportunity, and responsibility. One proposal more than any other, the idea of voluntary national service, embodied the very essence of each of these principles. That is why as a member of the House of Representatives, I was so proud to have been asked to be an original cosponsor of the National and Community Service Act of 1990 championed by Senator Mikulski, Senator Kennedy, Senator Pell, and others on this committee, who did so much to shape and move this bill to final passage.

That is why our President has continued to adamantly insist that national service be a cornerstone of his administration. This administration stands for many things, Mr. Chairman, such as a comprehensive plan to make our economy competitive once more, a fundamental overhaul of our health care system, and a new commitment to boosting rural America. But just as importantly, we stand firmly, resolutely, and even passionately for this whole idea of national service.

Permit me for a minute to discuss the concept of community. This Nation was founded, in the words of Benjamin Franklin, on the premise that "We must all hang together, or we will most assuredly hang separately." A few decades later, a Frenchman touring the infant Republic, Alexis de Tocqueville, wrote eloquently about how America was unique because its citizens banded together into a voluntary organization that worked for the common good. These volunteers formed fire departments, they created granges, they built settlement houses, they started PTAs. It was the unbridled spirit of community service that made this the greatest Nation on the planet.

National service brings us back to our origins as a Nation. Properly executed, it will begin to tear down the walls that separate us. It will begin the process of giving all Americans a shared experience to which they can relate.

The armed forces continue, of course, to provide many American men and women with this joint experience, but as we reduce our armed forces in the aftermath of the cold war, we turn to national service as another way to forge the bonds of sweat equity among all Americans, rich and poor, men and women.

Some mistakenly view national service as a jobs program, targeted at only the poor. Others mistakenly view this idea as a noblesse oblige "feel good" scheme for the well-off. It is neither. National service is a civic compact in which any citizen can be tied to the Nation by the simple virtue of making a difference in the lives of others. National service can play a large role in healing this Nation's gaping racial, religious, social, and economic divisions.

When young people spend their time together planting a tree, or even cleaning out cockroaches from the apartments of low-income senior citizens, or teaching younger children how to read, they simply don't have the time or the energy to hate. Not only that, Senator, but with each wipe of their sweaty brow, they look into each other's eyes and increasingly come to the conclusion that they are as much alike as they are different.

That is why it would be such a mistake to turn national service into a targeted program just for the disadvantaged. Yes, we need new, innovative programs to help the less fortunate in our country. My Department is contemplating a wide variety of approaches to eradicate domestic hunger. This administration is sponsoring an array of empowerment initiatives to combine opportunity with responsibility, to help citizens lift themselves out of poverty. Such targeted programs do have an important role. But national service will play a much different role. By engaging young people from all types of backgrounds, national service can make this country whole again.

So this is not some utopian pipe dream. It is happening right now, right here in our Nation's capital, with the DC. Service Corps; it is happening in the City Year Youth Service Program in Boston; it is happening in the L.A. Conservation Corps. In fact, it is happening in some form or another in youth service programs now operating in each of our 50 States. Because we believe in community, we believe in national service. But we also believe in opportunity, the ability to advance in this society as far as your hard work, ingenuity, determination and natural skills will take you. We don't believe in mandated outcomes in which all Americans are guaranteed a high-paying job, or a big house with two VCRs and an easy life, just because they were born. But we do believe that every American deserves his or her fair shake at earning his or her own slice of the American dream.

Lack of opportunity is not only morally wrong, but it is certainly economically stupid. President Clinton often says that we don't have a person to waste. I believe that he is right. The only way we can compete successfully in the new global economy is to make sure that our best and brightest have a real chance to work their way to the top.

One answer to this problem lies in the lessons of the original GI bill, the most successful student aid system this Nation has ever created. The Clinton National Service Initiative is a new kind of GI bill, based on the concept that Americans deserve a chance at upward mobility in return for significant service to their country. It is true that this national service bill is expensive, but it is not as expensive as a broken status quo. We now pay for Americans in prison, on welfare, in hospitals with gunshot wounds, and collecting unemployment. The question is whether we continue paying for only hardships or whether we want to start investing in success.

Not only will national service benefit the individual participants, but it will also provide work that is of tangible value to urban, suburban, and rural communities throughout America. This work, in schools, on public lands, in soup kitchens, on community policing patrols, for example, will also promote opportunity for the citizens served. Because we believe in opportunity, we believe in national service.

This President and this administration also believe in responsibility. It is truly amazing how some on the far left and some on the far right have come to startlingly similar conclusions that citizens owe nothing to their society. Those on the far right believe that since Government inevitably fails, Government has no right to ask citizens for help. Those on the far left believe that since an activist Government always succeeds, it does not really need any help from the very citizens who will benefit from these Government programs.

This administration has a very different philosophy. Our philosophy believes that it is each American's responsibility to take advantage of this country's opportunities while avoiding its pitfalls. We believe it is this country's responsibility to make higher education available, with the responsibility of students and their families to make sure the students stay in school, study hard and, by serving their community, earn the privilege to attend higher education.

America's young people don't want handouts and charity. They want a fair opportunity to make it on their own. Young Americans want more responsibility to become full participants in this society, and we agree with that aim.

National service will also promote responsibility at every level of society because the success of this initiative rests squarely on the shoulders of nonprofit agencies, corporations, States, and local community groups. This program will not be run by a large and burdensome Washington bureaucracy. Rather, it will be administered mostly by committed citizens at the local level. And so, because we believe in responsibility, we believe in national service.

President Clinton has made it very clear to those of us in his Cabinet that he wants every one of us to make national service a top priority. USDA has a long and proud history of running youth service programs dating back as far as the Forest Service and the Soil Conservation Service, which played major roles in managing the original CCC, the Civilian Conservation Corps. Today, the Forest Service runs part of the Youth Conservation Corps; the Extension Service coordinates the 4H System, one of the largest youth service programs of its type in the world, and the Soil Conservation Service manages the successful Earth Team volunteer program.

Given our track record of youth service leadership, we have tremendous resources to incorporate into the President's national service plan, and I am very excited by our plans for some of the possible service programs now being planned by my Department.

While most of the service participants will be managed by nonprofit organizations, private youth groups and State and local governments, a small percentage will be managed directly by Federal Government departments. Toward that end, I have directed my departmental Office of Public Liaison to head up a task force of all appropriate USDA agencies and offices to prepare three different proposals for possible incorporation into a President's national service program, a national empowerment and anti-hunger corps, a national conservation corps, and a national rural development corps.

The national empowerment and anti-hunger corps members could work in urban and rural communities to help low-income families and individuals move toward self-sufficiency. The main focus of the corps would be fighting domestic hunger. Corps members would help individuals apply for food stamps, WIC, and the school breakfast program, overhaul their diets, and learn to prevent foodborne illness. Corps members could also help implement the administration's innovative anti-poverty empowerment agenda of expanded earned income tax credits, asset development programs, micro enterprise zones, and community development banks.

The national environmental youth corps, possibly managed in conjunction with the Interior Department and the Environmental Protection Agency, would have urban and rural components. Corps members could work on such projects as protecting our national forests and national, State and municipal parks; promoting urban gardening; developing rural recreation areas, and teaching environmentally safe and sustainable agricultural techniques.

The national rural development corps could establish teams of professional and paraprofessional members who could assist communities in identifying needs and resources necessary for economic well-being. The corps members could assist communities in locating financial resources, preparing proposals, designing educational programs, and implementing strategies necessary for revitalization. This corps could consist of participants both older and more highly educated than the other two corps and could directly lead to permanent careers in rural development.

If any or all of these proposals are eventually funded by the new Corporation for National Service, we hope to use our programs as models of reinventing Government. They will be managed mostly by existing employees and will be entrepreneurial and nonbureaucratic in design.

Pilot programs will start in the fall of 1994 across America, and will recruit the most diverse groups of participants possible.

The President's goal is nothing short of creating a national service program so successful that it will become a permanent fixture of American society.

Mr. Chairman, in conclusion, I would like to say that in December of 1991, Bill Clinton visited a remarkable program in Boston called City Year. It is an incredible effort, originally started with only private funding, that brings together youth from backgrounds as diverse as anyone can imagine. African American high school dropouts from impoverished Roxbury work side-by-side with white students from elite suburban prep schools. Asian Americans work next to Latinos and working class Irish and Italian Americans.

Bill Clinton met with a group of these young people, and they looked straight into his eyes and poured their hearts out to him. One by one, they told him how their national service experience had absolutely transformed their lives; how City Year took them off the streets, expanded their understanding and respect for others, and gave many of them a sense of purpose for the first time in their short lives.

On that day, national service for Bill Clinton was transformed from an intellectual abstraction to the most deeply felt passion.

I had similar feelings when I recently visited the Van Ness Elementary School here in Southeast Washington, along with USDA employees who volunteered countless hours tutoring students. When those children looked up at me, I saw in their eyes rare glimmers of hope for our future. I understand immediately why this President will not rest until national service helps give all Americans that same hope.

So thank you, Mr. Chairman. I appreciate your accommodating my schedule, because I really did want to come and present this idea in person.

Thank you.

Senator WOFFORD. We appreciate your representing the administration here today. Everyone has conflicting pressures and other hearings today. I am told that perhaps the most immediate pressure is on Senator Mikulski, who has been one of the great champions of this idea for a long time.

Senator Mikulski.

OPENING STATEMENT OF SENATOR MIKULSKI

Senator MIKULSKI. Thank you, Mr. Chairman.

I don't have any questions for Mr. Espy. We are absolutely in agreement with the goals of the administration. I thank my colleagues for allowing me to make just a couple of quick comments before I have to take care of some issues related to the VA-HUD supplemental.

First, the great thing about national service is that it's not about another Government program. It is about an opportunity structure.

And it is meant to be an opportunity structure to meet three compelling needs: one, to make sure those kids who are middle class get a chance to stay there by having the opportunity for higher education and to reduce their student debt, and for poor kids who want to become middle class, it is that opportunity structure that helps them get there by pursuing higher education or job training.

Second, it increases the new pool of volunteers. If one talks to the people at United Way, we find that the profile of volunteers in our society is an aging one. One can look at the delivery of Meals-on-Wheels and find that the average age is over 60. We need to rekindle those habits of the heart, and that is what national service does. It creates responsibility and rekindles the habits of the heart that de Tocqueville spoke about. And at the same time, when the voucher part of the program is over, we want those young people who participated in it to be so touched by it that they will keep on volunteering. And we hope that this national service program does that, whether they volunteer full-time or part-time.

I look forward to the passage of the bill and ask unanimous consent that my statement be included in the record.

Senator WOFFORD. It will.

[The prepared statement of Senator Mikulski follows:]

PREPARED STATEMENT OF SENATOR MIKULSKI

National Service is a way to create an opportunity structure and an ethic of social service in this country. It gives those who are willing to volunteer their own time in their own communities the opportunity to create a better life for themselves by improving the lives of others through community service.

At the same time they will earn—through their own sweat equity—a monthly stipend that can be applied to outstanding student loans or to pay for higher education or training.

The intent of this framework was never to be a bureaucracy or another social program. It has a more noble goal.

It's goal is to reintroduce the young people of this country to what de Tocqueville called the habits of heart. I call these habits civic responsibility. By that I mean the desire to serve—the desire to learn the values of hard work and discipline—and the desire to see service not as a duty but as an end in itself.

For those who want to serve—National Service gives help to those who practice self help. It says yes to kids who say "no" by giving them a structure where they receive a yearly benefit of $5,000 for the service they perform. That money can be applied directly to student loans.

At the same time—when the benefit ends—the benefit to society continues because of what these young people will have done—and learned.

They will have learned that problems don't just happen somewhere else. That they can make a difference. That working for the common good bonds them together in a way that can never be broken. And—finally—that the monetary benefit they receive is not the true benefit—the true benefit is the service they perform and how it can change their lives. For middle class families and their kids—National Service is a way to reward good decent kids who stayed in school and worked hard. Often those kids leave school and move into the job market with tremendous financial burdens.

National Service gives middle class families a way to lighten that load. It is for those middle class families where the moms and dads have worked hard but might not have enough money to send their son or daughter to college. The stipend their kids recieve can be applied directly to student loans.

At the same time—as they work in their communities—those kids will learn that every right has an responsibility. And that every opportunity has an obligation.

Some young people will be able to do full time volunteer work. Others will not. That is why the part-time component of this bill is especially important to me.

I don't know too many people who can afford to take a year off to do volunteer service. This framework gives people the opportunity to volunteer part-time.

That is an important criteria for those who can not leave home. This initiative is not like other programs—it does not involve taking people away from their home or their place of work.

In addition—not everyone can or should go away for a year or more of service. For the graduate with high tech skills—he or she needs to use those skills immediately to keep them fresh. And why should we hide a business graduate away in an accounting department or confine an architect to a drafting table—when there are opportunities for them to use those skills to improve their own communities.

National Service is an opportunity to take young people beyond their narrow world into the streets and neighborhoods of America. To do practical—hands-on work. To meet people. To help them and to learn from them. Here's how National Service will work. People who are 17 years or older—can volunteer their time—either full or part time—to serve their communities. These activities could range from delivering meals on wheels—to running math and science programs at the local grade school—to nutrition programs for young mothers.

We have set rigid criteria for the types of programs that would sponsor participants. They include—quality, innovation, replicability, and sustainability without Federal funds.

Volunteers would stay in their own communities—hold their regular jobs if they chose—and also volunteer. Their work would be an investment not only in their own future—but also in their community. In return for their service—volunteers would receive a credit of $5,000 for each year served. That credit could be applied toward outstanding education loans or to pay for higher education or training. So each volunteer invests in his or her self as well as in his or her community.

Most importantly—it will rekindle the most basic of American values—neighbors helping neighbors. It is a way to get back to our communities by investing in the people who live in our communities.

Senator WOFFORD. Senator Coats.

OPENING STATEMENT OF SENATOR COATS

Senator **COATS**. Mr. Chairman, I also don't want to delay the Agriculture Secretary's schedule. I do want to thank him for his testimony here this morning.

I think this is a concept that has a great deal of merit and ought to be explored in detail. I am concerned that, like many well-intentioned concepts, it gets caught up in the details, and a bureaucracy is created, and I know Secretary Espy has talked about that, ultimately fueling resentment among the contributors, or the taxpayers, who see the funds that they thought were going to a particular program or service being diverted into the bureaucracy or eaten up by the bureaucracy and not getting to the recipients. To the extent we can structure this program so that it truly does foster a spirit of community service among Americans, I think it is a worthy goal for us to pursue.

A witness on the fourth panel is Father Malloy from the University of Notre Dame, who is affectionately known to all of us from Indiana, to his students and faculty and alumni, as "Monk." He presents a story that I think is well worth listening to because the University of Notre Dame, which instantly portrays success on the gridiron, has an outstanding record of having 70 percent of its students participate in community service programs, and it serves as a model, I think, for universities and colleges across the Nation. So I am looking forward to him describing the remarkable contribution of the university and the students in that regard, and perhaps we can look at that program as a guide for structuring what we ultimately put together here.

I am concerned that we might end up replacing existing programs that draw on volunteers across the country, like Big Brothers, Big Sisters, Habitat for Humanity, and so on, that we might substitute paid service for volunteer service, that we would just simply transfer the benefits derived now from volunteer service to a paid basis, and suddenly we are paying people for service that they were performing on a voluntary basis. So, as probably Father Malloy can appreciate more than anybody else in this room, the devil is in the details, and we need to structure this in a way that the details don't end up undoing what I think is a very well-intentioned program that has some real possibilities.

Thank you, Mr. Chairman.

Senator **WOFFORD**. Would you like to comment on that, Secretary Espy?

Secretary **ESPY**. Well, I can agree with much of what Senator Coats said. We don't want to replace organizations like the ones he mentioned, but we do believe that we need to provide greater incentives for volunteerism, and we think that some form of compensation is the way to go. We are not replacing; we are adding to.

Senator **WOFFORD**. Senator Dodd.

Senator **DODD**. Senator Mikulski had a comment.

Senator **MIKULSKI**. I just wanted to alert the committee that Sandra Broadwater is here from Greenbelt, MD. She is a recent graduate of the University of Maryland, and she is here representing all of the volunteer coordinators. And wait until you hear her. She is just terrific, and she got into this long before there was a voucher.

Senator **Wofford**. Senator Dodd.

OPENING STATEMENT OF SENATOR DODD

Senator **Dodd**. Thank you very much, Senator Wofford.

Let me thank you, first of all, Mike, for being here this morning and sharing your thoughts with us. Mr. Chairman, I have a prepared statement that I'll ask be included in the record.

Senator **Wofford**. It will be.

Senator **Dodd**. Senator Wofford began this hearing by talking about exactly where he was in those tragic days in June 1968—I was in the high mountains of the Dominican Republic, sleeping in a thatch-roofed shack, serving as a Peace Corps volunteer. And I served because someone asked. There was once a volunteer who, when asked why he joined the Peace Corps, said, "Well, somebody asked." And once again it has been a long time since anybody has asked. Certainly, for those of us who served as Peace Corps volunteers, as VISTA volunteers, and in other programs—I think we would all admit that, while there have been many critical moments in our lives and seminal events that have shaped our opinions and our views, these experiences shaped and changed us. I have stated often in the past that aside from my family, no other event had as profound an effect on me as those 2½ years I served as a Peace Corps volunteer and I served because the Kennedy adminstration came up with an idea that gave people a chance to serve their country in distant lands.

But even in its heyday, we never had more volunteers than—what was it, Harris? 12,000 or 15,000——

Senator **Wofford**. Fifteen thousand.

Senator **Dodd**. —15,000 at one point. So frankly, it was a rather small group in many ways, and although the Peace Corps made an effort to reach out to the broader community, the fact was that basically, volunteers were college graduates or beyond who brought some particular skills to their jobs.

What I find attractive about this concept is that it goes far beyond that. Numerically, in just 1 year, it may provide service opportunities to more people than all the years of the Peace Corps combined by the time we get the program underway. And the main benefits will clearly be to the communities and to the individuals who will be served. But as has been said, you cannot underestimate the value to those who serve in terms of how it will shape their lives and encourage a continuing life of volunteerism.

So we appreciate immensely your testimony here this morning. I want to underscore a point that Senator Coats made. I had hearings here a few days ago, as I chair the subcommittee with jurisdiction over VISTA and the other domestic volunteer service programs, and I don't want to see those in any way undermined or undercut in this process. And we have already made some suggestions directly to the administration on how those programs would be better maintained, and to ensure there will be no differences between the programs, whether it is in child care or anything else. I wanted to make sure that would be the case.

But we have a wonderful opportunity here. I know of very few other programs that are generating as much enthusiasm as this one is, certainly in my State, and I think across the country. So we thank you immensely for your testimony.

PREPARED STATEMENT OF SENATOR DODD

Mr. Chairman, there are few subjects that have truly captured the imagination of the American people—National Service is one of those ideas. This hearing will continue this committee's examination of National and Community Service efforts across the Nation in light of President Clinton's proposal to establish a new corporation for National Service.

The President, with the support of a bipartisan group of Senators, myself included, has called for a new structure for our Nation's community service efforts and proposes to motivate a new generation of volunteers by linking service to an educational benefit. While the structure is new, the National Service Trust Act builds on the strengths of existing Federal service programs. The Commission on National and Community Service and the ACTION Agency, which administers the Domestic Volunteer Service programs, will serve as the foundations for the corporation.

Two weeks ago, I chaired a hearing on the Domestic Volunteer Service programs—VISTA and the Older American Volunteer programs. One could not ask for a stronger structure for this new enterprise. Nearly 500,000 volunteers serve each year under the umbrella of these programs. The work they do is varied as one can imagine, from increasing access to credit to helping to meet poor children's educational and health needs.

Added to this experience will be the work of the Commission on National and Community Service. Where ACTION programs have built capacity in local communities, the projects of the Commission have reached out to provide one on one services through programs as varied as the Youth Corps to active service learning programs in many of our Nation's schools.

The National Service Trust Act provides additional resources to enhance these efforts. The President proposes to provide National Service opportunities to 25,000 Americans in 1994 and 150,000 by 1998. In thousands of communities, these volunteers will make a real difference. But the benefit will also accrue to those who serve. Some are quantifiable—training, experience, and new skills. Others are intangible, but perhaps of greater benefit to society as a whole—a belief in public service and a commitment to others and to making our world and Nation a better place.

Some argue that this program will be too expensive. However, I believe a fair analysis must consider the costs of inaction and of unmet needs. We have an opportunity in this legislation to work to address some of the problems that burden our economy and society—illiteracy, joblessness, poor health, poverty, homelessness and environmental degradation. I believe the benefits of these efforts far outweigh the costs.

I look forward to this mornings witnesses and to hearing of their diverse involvement in community and National Service. I especially appreciate the presence and testimony of Mr. Richard Monro, who lives in my home State of Connecticut, and is also chairman of the executive committee of Time-Warner and chairman of the Points of Light Foundation.

We have some wonderful witnesses this morning. Father Malloy is here, and I note the fact that he has gray hair and I have gray hair. I should also point out that we grew up together and went to different high schools in the same city. It is a pleasure to see you again, Father.

And we welcome Mr. Munro from Connecticut, who is the executive officer at Time Warner, and is with us this morning as well.

I look forward to their testimony later this morning.

Thank you, Mr. Secretary.

Senator WOFFORD. Secretary, can you still stay, or have we broken all your lines?

Secretary ESPY. I had an obligation at 10:20, Senator, so perhaps I should be leaving.

Senator WOFFORD. I'm glad you interpreted it in "Bill Clinton time" and gave us a little longer. [Laughter.] We look forward to working with you on this.

Secretary ESPY. Thank you.

Senator WOFFORD. Senator Gregg, did you have an opening comment?

Senator GREGG. I have no opening comment, Mr. Chairman. I look forward to hearing from the next panel.

Senator WOFFORD. Senator Pell.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. Thank you very much.

I am very encouraged that the President envisions the educational benefit of the national service as a supplement, not as a replacement, to the Pell Grant Program. It would be unwise to attempt to replace the grant program with a service-oriented approach. National service is voluntary, and it should remain an option for needy students, not a prerequisite for financial aid.

The combination of the Pell Grant and a national service educational benefit will mean greater access for thousands of students who otherwise would have felt that a college education was out of reach.

I would ask that the balance of my statement be inserted in the record as if read, Mr. Chairman.

Senator WOFFORD. It will be.

[The prepared statement of Senator Pell follows:]

PREPARED STATEMENT OF SENATOR PELL

Mr. Chairman, as you know, Secretary of State Warren Christopher testifies before the Foreign Relations Committee this morning, and I am afraid that will preclude my participation in the very important hearing on National Service. Despite this situation, I join you in expressing my great hope and enthusiasm for this new proposal on National Service. As you know, I have long been an advocate of community service and volunteerism, especially when successful completion of that service is rewarded with an educational benefit. As the President has said, this program will foster individual responsibility and help to rebuild the American community by bringing citizens together to address common problems and unmet needs. In addition, and of equal importance, National Service stands to increase educational opportunity.

As the importance of a higher education continues to grow, so does the cost. More than ever before, students are forced to make their decisions on postsecondary education based simply on affordability. We in Congress and on this committee are in a constant struggle to ensure that access to a college education does not decrease as a result of these escalating costs. Therefore, I welcome this plan as another avenue of aid for America's students.

I am also encouraged that the President envisions the educational benefit of National Service as a supplement to the Pell Grant program. It would be unwise to attempt to replace the grant program with a service-oriented approach. National Service is voluntary. It should remain an option for needy students, and not a prerequisite for financial aid. The combination of the Pell Grant and a National Service educational benefit will mean increased access for thousands of students who otherwise may have felt a college education was out of reach.

I would also like to emphasize the tremendous potential for learning that a program of national service holds. For many young participants the experience of voluntary service is as beneficial for them as it is for the community they serve. Service programs often provide students with a better understanding of their connection to the community at large and foster a sense of citizenship, the benefits of which can be reaped for years to come. Many also learn valuable lessons about relationships with people diverse in age and background.

I strongly support President Clinton's national service agenda, and am hopeful we will be able to act on it favorably and with dispatch.

Senator WOFFORD. Senator Wellstone.

Senator WELLSTONE. Mr. Chairman, let's just proceed with the next panel. Thank you.

Senator WOFFORD. Edward James Olmos is here, Franco Harris, and Cedric Parker.

Edward James Olmos is the star of "Miami Vice," "America Me," and "Stand and Deliver." Some of us feel, Mr. Olmos, that this is "stand and deliver" time for us here, too. I first met you, you may recall, on the Sunday morning about a year ago of the Los Angeles riots. It was the morning after you had already assembled people, calling on people to come and clean up the mess caused by the fire, and then to go on to clean up the mess that caused the fires. And I saw thousands of people galvanized that day as they began to clean up Los Angeles, and I have admired you from that day to this. You are cochair of "Make a Difference Day," sponsored by USA Today; you are a board member of Heal L.A., and you have worked with many organizations that serve youth, and you have above all shown that it is better to serve than to be served, and you have asked youth and elders and everybody to serve, and you have begun with your own example.

Mr. Olmos.

STATEMENTS OF EDWARD JAMES OLMOS, ACTOR, LOS ANGELES, CA; FRANCO HARRIS, EX-PROFESSIONAL FOOTBALL PLAYER, PITTSBURGH, PA, AND CEDRIC PARKER, PENNSYLVANIA CONSERVATION CORPS, ERIE, PA

Mr. OLMOS. Distinguished panel and Senators from the Labor and Human Resources Committee, it is an honor to be here. This is my second time ever speaking in front of a Senate committee hearing like this, and it really is a tremendous opportunity, and I take it, and I am very grateful for it.

You have my testimony in front of you, and you can read it at your leisure. I want to go beyond this testimony on a matter which I think is of great urgency and really emphasizes the impact of the national service bill that we are looking at here, S. 919.

The Trust Act really implies that we are really asking our youth and our elderly to join us again in the movement toward advancement of the humanities through the use of volunteerism. It is a need that has gone way beyond our wildest expectations. It is something that really, passionately, must be understood as to exactly what it offers—not only to the elderly or to the youth who can volunteer their time, but an opportunity for those children and those adults who are caught inside a web of lack of understanding of their own human dignity, ability to please, move forward, and understand what they are really made of—their self-esteem, their integrity, their commitment.

What we have experienced in the country, after 22 years of walking the country and talking to children, is an extraordinary situation. I will give you an example. What we had last year, that Senator Wofford was talking about, was a perfect example of a culmination of many years of behavior that has manifested itself in violence. In 1986, we had 11 gang-related murders in Los Angeles County. In 1990, we had 692. In 1991, we had 771. In 1992, last year, we had over 800.

We have a phenomenon that has attacked the very basic core of our existence, and that is children killing children for no reason. It is a phenomenon that you can find in Wyoming, you can find it in Texas, you can find it in Kansas, Des Moines, IA, right here in Washington, DC, Florida, any part of the United States. I just came from Lexington, KY, where they had one just this year—children driving by and, for their own reasons, killing each other.

What your National Service Trust Act can do is to bring awareness to volunteerism, and not replace VISTA or Peace Corps, and not replace any of the wonderful community service organizations that have been created throughout this country, but to augment them and to recall our understanding of the future amongst our elderly and our young. It is needed in a way that I have never experienced anything in my life.

I must tell you that the violence that is plaguing our youth can be swayed into another direction by giving them an opportunity to commit to being part of our society, and by volunteerism being the national call, it sends out a message that is so clear, Senator Wofford. You have known it, and I consider you to be the master and, really, the unequal expert on this subject matter. My life has been changed because of your commitment to the advancement of the humanities through the usage of this constructive means, your years studying Ghandi and your years of studying peaceful demonstration; it has been an extraordinary balance for me and for many of us who have studied the peace movements throughout this world.

I must say this, that we have a great opportunity right now to move forward and to re-establish ourselves in a very, very strong way toward the humanities. This bill, S. 919, the National Service Trust Act of 1993, has been a progression. It has been a process. And this is one of the most progressive and one of the finest bills I have seen and read.

My compliments to you, Senator Wofford. God bless you all, and I hope that this bill will not have any problems passing and becoming law.

[The prepared statement of Mr. Olmos follows:]

PREPARED STATEMENT OF EDWARD JAMES OLMOS

It is a pleasure to come before the Senate Labor and Human Resources Committee to testify in support off Senate Bill 919, the National Service Trust Act of 1993.

As a cochair of the Make a Difference Day/USA Today and a member of the Board of "Heal LA", I would like to share briefly my thoughts on national and community service and discuss why the President's initiative is so important.

We as an nation must invest in our cities, especially in our young people. We must challenge our young people to work together to create change and strengthen our communities.

All of us need to provide positive opportunities for our young people. The corps that national service will create will be groups off young people tutoring, teaching, helping the elderly, helping to immunize infants, rebuilding, and cleaning up our cities. Currently, in Los Angeles County alone, it is estimated that over 100,000 young people are involved in gang activities. Imagine if these young people's energies could be channeled into productive activities benefiting our community.

The uprising in Los Angeles last year, the largest civil disturbance in this country since the Civil War, presented us with stark choices and realities. We can invest in our young people and include them in recreating our society or we can continue to alienate them, leaving them outside the process and providing bad examples for them. Many young people were involved in the destruction of the city. However, many more young people were involved in the clean-up and rebuilding of our city. Many young people at risk, do see a future for themselves, therefore their present is not very compelling. As a result they don't care whether they inflict harm on others or know enough to get out of harm's way. If given the chance and opportunity, these young people can be effective resources. They are talent ready to help meet urgent community needs. We are at a critical moment in our Nation's history, together we must act decisively. I believe that passage of the National Service Trust Act of 1993, will be a major step to help our children.

Service instills discipline and teamwork and a sense ofself-esteem.

National service is about expecting excellence from our young people and expecting them to contribute to healing our Nation.

National service brings folks of all different backgrounds and walks of life together to make a difference. Dr. Martin Luther King suggested that "everybody can be great because everybody can serve." Marian Wright Edelman has suggested that "service is the rent we pay for living." We must see 'service as a point of common ground, a point around which everyone—young and old, black, white and brown, rich and poor—can and must come together.

The Nation is ready. Our Make a Difference Day which I cochaired, sponsored by the Points of Light Foundation and USA Today has grown enormously in the 2 years since its inception. During April's National Volunteer Week, citizens all across this Nation "competed" to find the best way to serve their communities. It's a great idea. An idea of people competing to come up with concepts that will employ the resources of our young people. Across the Nation our Saturday of Service has grown from 68,000 in 1992 to 197,000 this year.

Our Los Angeles Conservation Corps currently challenges over 100 men and women aged 16–23 to serve the city for a year or more of full-time rigorous work. Since it's inception in 1986, the corps members headed by Martha Diepenbrock have been doing conservation and natural resource management, cleaning up our parks and streets, improving and building recreational facilities, recycling and other environmental protection and beautification efforts. Students get GED, ESL and job skills training. But again this is still so small compared to what it needs to be.

The California Conservation Corps whose motto is appropriately Hard Work, Low Pay, Miserable Conditions and More! is a department in our State that brings together two of California's most precious resources: youth and the environment. It is the largest and oldest program of its kind in the country and is modeled after the Civilian Conservation Corps of the 1930's. Their accomplishments speak volumes as to the power of the President's idea.

Each year the California Conservation Corps provides more than 3 million hours of natural resource work and community assistance. Since its founding in 1976 over 40,000 young men and women of all different races and backgrounds have planted over 16 million trees in many areas devastated by forest fires, cleared and reopened more than 900 miles of California streams, constructed or rebuilt 2,500 miles off trails at Yosemite and other major recreational areas, and nearly 4 million hours of park improvements in cities. The CCC also has fought innumerable disasters and responded to emergency situations.

For every $1 invested, the CCC returns $1.77 in benefits. In it's first decade the CCC was estimated to have returned more than $528 million. This investment in our young people through national service can pay off.

National service will challenge and expand the number off teachers employed in "teacher shortage areas" inner cities, rural areas and Native American reservations. Given my work with Recruiting New Teachers this is particularly important to me and to poor communities . . . we need positive role models and good teachers in our classrooms.

We must rebuild our cities. We must invest in our young people. Why not do both by unleashing an "army" of young citizens, a new generation committed to positive change for the community. Its time for us to act and give them our love and support.

In the process of creating change, young people will transform themselves. Given the example of national service, they can learn the importance of giving back to their communities. We are empowering them.

Members of the Senate Labor Committee and of this body, I encourage you, to work together for the passage off this bill.

Senator WOFFORD. Thank you. We'll have all three of the panelists present their remarks, if that is all right with my colleagues, before your questions.

Franco Harris, of Pennsylvania, is well-known in our State for his work with the Children's Miracle Network; the United Way; with Governor Casey's Council on Physical Fitness and Sports. He chairs Western Pennsylvania's Athletes Against Tobacco Program. A graduate of Penn State, Franco has a distinguished career with the Pittsburgh Steelers, including four Super Bowl rings, as well as being named "Man of the Year" in 1976 and "Player of the Decade" in the 1970's.

Your coming here today is almost beyond the call of duty. You got back from London late last night, and we are very glad to have you here.

Franco Harris.

Mr. HARRIS. Thank you very much, Senator.

This is my first time at such a hearing, so it really is an honor to be here and see this process working. And it is an honor for me to be here to testify on behalf of the National Service Trust Act of 1993.

The Commonwealth of Pennsylvania under Governor Casey and Senator Wofford's leadership has led the Nation in its commitment to community service and our young people. Our State is led by a program called PennSERVE. It is a model for the rest of the Nation.

We have a few programs in the Pittsburgh area that I would especially like to highlight. With me today is Cedric Parker, from the Pennsylvania Conservation Corps, which falls under PennSERVE.

I will allow him to tell his story. It is the story of a life changed and empowered by service. But what I would like to emphasize is that our State has thousands of similar stories to tell because of our corps programs.

Eight thousand disadvantaged young people will participate in these corps programs in our State this summer, cleaning up State and local parks, working on pollution and the environment, building buildings and cabins, tutoring and mentoring. Nearby in McKeesport, we have a corps that is actually based in a housing project that goes around tackling tough problems and issues that that community faces.

We also have with us today a group from YouthBuild Pittsburgh. These are young people who are completely renovating currently abandoned homes for low-income families in Pittsburgh. While working on their current project, these 15 young people—all disadvantaged men and women who dropped out of school—that make up the first class of YouthBuild Pittsburgh are studying for their GED and, of course, developing invaluable skills in carpentry, plumbing and related fields. In the process of empowering their communities, they are empowering themselves. While building lives, they are rebuilding communities.

So what are these corps? They are teams, just like a football team. They are teams of young people committed to excellence and hard work and working together to make a difference in their communities. And in the process of doing service for others, they transform themselves and develop skills like teamwork, responsibility, a work ethic, discipline, and valuing people of all different backgrounds. They set goals of benefit to the community, and achieve them, and they learn by them.

You learn to catch a football and make "Immaculate Receptions" by doing it, by practicing it. And once you and your team get a taste for succeeding at something, it becomes infectious. It is amazing how, during my days with the Pittsburgh, that's exactly what happened; when we won one, we really loved the taste of victory and how good it felt to be successful, and from then on, as you know—if you don't know, or if you do know—we went on to win four. I think Washington has won only two, is that right? [Laughter.]

I am pleased that the President wants to expand these efforts nationwide and within our State. It makes sense. Instead of allowing young people to be attracted to gangs, which are increasingly a problem in our cities, and the related problems of driveby shootings, drugs, and crime, why shouldn't we as adults and leaders reclaim these youth and provide them with opportunities to be in activities that do good? Surely, our Nation has more than enough problems for them to tackle.

I had the opportunity to go to Penn State where I learned that my opportunity to receive a high-quality education brought with it certain responsibilities of service to others. I have tried to continue that throughout my career and up to this day. I had the opportunity to go to college because I had an athletic gift that I could demonstrate after school through extracurricular activities. If we reward athletic talent, surely we should be able to reward and encourage young people that get involved in serving their communities as the President's plan suggests.

In our inner cities, too many young people can't even imagine going to college or having productive careers. In our cities, as in our Nation, we get caught up in our own individual needs, in materialism, and forget the needs of our communities. We have a role to play. We must be role models for our youth, and we must invest time and dollars and energy in our youth.

One last Pittsburgh program. The Greater Pittsburgh Community Food Bank has used VISTA participants to craft pilot programs to promote self-sufficiency and empowerment among poor people. VISTA is a Federal service program where participants serve full-time for one-year terms, and it is included in the President's plan. At the food bank, one of these programs is called Green Harvest, which develops community gardens and is developing a cooperative farm and farm stands in low-income communities. These participants have allowed the food bank to grow enormously to the point where today it delivers over 1.2 million pounds of food monthly to over 100,000 individuals in southwestern Pennsylvania, with the help of over 360 nonprofit agencies. The food bank has also hired four former VISTA volunteers to their full-time staff.

So, whether fixing the environment, rebuilding homes for low-income and the homeless, or feeding the hungry, our young people have a role to play in turning this society around. We are doing it in Pennsylvania. I hope that you will help us to expand our efforts and enable other States to follow our lead.

Thank you very much.

Senator **WOFFORD**. Thank you, Franco. You are a star on the playing field and as an active-duty citizen.

Senator **WOFFORD**. Cedric Parker, I am told by his crew leaders of the Pennsylvania Conservation Corps, is a corps member from Erie, 20 years old, and I am told by the head of the Conservation Corps, Don Mathis, that you are a star in that new game that you are playing.

Cedric Parker.

Mr. **PARKER**. Thank you, Senator.

This is my first time, too, and I am nervous. I want to tell you what I think about the importance of the Corps. It did a lot for me in my time there.

I dropped out of school in the 11th grade, and when I did that, I really didn't have anything else to do but just hang out, and that wasn't good for me, so I really had to make a change. I went to the job center and applied for the Conservation Corps, and when I joined, it helped me return to school to achieve my G.E.D. I learned a lot. When I was at Presque Isle State Park, we built a nature center. In doing that, they showed me a lot about construction work, putting in drywall, shingling roofs, and I learned to use a lot of different tools, power tools, and I learned how to drive a dumptruck.

With those experiences that I had, I was chosen to go to Homestead, FL to help with Hurricane Andrew recovery. When we were down there, I did a lot for the people, redoing their decks and restoring their roofs, and just cleaning up around the area. We did so well that they asked us to come back.

So I'd like to thank the Corps and my crew leader, Frank Cutshall, for the experience that it gave me, as well as their patience and time.

Thank you.

[The prepared statement of Mr. Parker follows:]

PREPARED STATEMENT OF CEDRIC PARKER

Thank you Senator Wofford and other members of the committee for the opportunity to testify before you today. My name is Cedric Parker. I am 20 years old and I am proud to be a corpsmember with the Pennsylvania Conservation Corps project at Presque Isle State Park in Erie, PA. On behalf of the more than 400 young adults who serve in the year-round corps and more than 5,000 young people who will serve in Pennsylvania's Sumner Youth Service Corps this Sumner, I want to tell you why I think the Corps is an important, worthwhile program, and why youth conservation and service corps should be an important part of any new program that this committee and President Clinton may start up.

My background is that I dropped out of high school in the eleventh grade. I was in the Job Corps program in Pittsburgh, but I had to leave there in order to be in Erie when my first daughter was born. I have two daughters. Before I joined the Pennsylvania Conservation Corps, I was just hanging out in Erie—I had no job, no real education, and I knew that I had to do something to improve myself.

The motto of the Pennsylvania Conservation Corps, as you well know Senator Wofford, is "Serve, Earn, Learn." Those are some of the reasons that I joined the Pennsylvania Corps. Currently, I am working on my GED and I will earn that before I leave the Corps.

As for the "service" part of my corps experience, I was proud to be a part of the team of Pennsylvania Conservation Corps crewleaders and corpsmembers who went to Homestead, FL to work on the disaster relief project after Hurricane Andrew. It meant a lot to me personally to help rebuild the houses for those people who were made homeless by Hurricane Andrew. All of us worked very hard down there and the Florida people told us that we were the best, hardest-working corps that came down to help. We were proud to help others when they really needed us.

I earn minimum wage for my service in the Pennsylvania Conservation Corps, and as the father of tuo daughters, these funds are necessary for me to participate in the corps. The "learning" part is also important, and I owe a lot of thanks to Frank Cutshall, my crewleader and to the staff at Presque Isle State Pork for all they have taught me and shown me. Frank is very patient with me as he explains what the work requires. He emphasizes the importance of doing things right and he, the other members on my crew, and the Park staff have taught me how to work effectively as part of a team. The Pennsylvania Conservation Corps has been of great benefit to me; it has helped me brush up on some skills I brought with me to the Corps and it has taught me some new skills. What I have learned and accomplished in the Corps will help my family, my community, and me for years to come. I look forward to taking my daughters to the nature center that I helped build.

As you know Senator Wofford, Erie has the highest percentage of poor minority children of any city in America. 64% of all minority children in Erie are poor. It is absolutely important that for any new corps program or for the President's new national service program that opportunities be available for young people who are not planning on college. All of Pennsylvania's and America's youth deserve the opportunity to "serve, earn, and learn."

Thank you for inviting me to testify.

Senator WOFFORD. I'll yield for my colleagues' questions. I am bursting with some myself.

Senator Dodd.

Senator DODD. Mr. Chairman, thank you.

Cedric, let me say how proud we are of you and the fact that you are here. Realize that you represent a lot of other people. Obviously, we cannot hear everybody, and so you are acting as a spokesperson this morning, and you have done an excellent job in representing the work that is done.

Mr. PARKER. Thank you.

Senator **DODD**. I think there are some 11 States that have programs like this. I know Maryland does, and New York State does, and obviously, Pennsylvania has an excellent one. I am particularly pleased to hear what it has done for you, and I presume there are others that you work with who could tell us similar stories about what has happened to them.

Can you think of other examples, without using names, of other people for whom it has made a difference—people you know personally who are in the Corps with you?

Senator **WOFFORD**. Maybe the others behind you from the Pennsylvania Conservation Corps could stand.

Senator **DODD**. Do you have some people with you?

Mr. **PARKER**. Yes.

Senator **WOFFORD**. Stand up, if you would, Pennsylvania Conservation Corps.

Senator **DODD**. Stand up. Let's see who you are. [Applause.]

Senator **WOFFORD**. They have been standing and delivering. I think it is estimated that something like $1.80 of service is rendered in accomplishments for ever dollar invested.

Are the YouthBuild people from Pittsburgh here? Yes. If you would, please stand. [Applause.]

Senator **DODD**. This is kind of Pennsylvania day around here.

Senator **WOFFORD**. Well, I want to be modest. Paul Wellstone has just come back, and Minnesota is very much in competition for the States that have many kinds of volunteer service and service corps programs going, school-based and otherwise. And California had the first residential conservation corps in the country, which is larger and has been working longer than any other corps.

Senator **DODD**. Cedric, can you think of some examples?

Mr. **PARKER**. Well, a good example is that it helped most of my friends who dropped out of school to go back.

Senator **DODD**. Had most of them dropped out who were in the Corps?

Mr. **PARKER**. Not too many of them; just a few. It helped them to think about jobs instead of just hanging out on the streets, because most of us have kids now, and we think about our kids.

Senator **DODD**. They are thinking about their families.

Mr. **PARKER**. Yes.

Senator **DODD**. That's good to hear. I am glad you are part of the program.

Franco, it is a pleasure to meet you, as an unabashed fan. I've got to tell you, just as an aside about my mother. My mother's maiden name was Murphy; Mary Grace Murphy. She was from Rhode Island and never had any connection that we knew of with Pennsylvania, but she was a devoted fan of the Pittsburgh Stealers, and I could not figure out why until one day I asked, "Why are you so attracted to the Pittsburgh Steelers?" And she said, "Because there is a wonderful Irish boy who plays for them—Frank O'Harris." [Laughter.]

She passed away 20 years ago, but every time I see your name or watch you, with great admiration, I always think about Mary Grace Murphy, who loved "Frank O'Harris."

Mr. **HARRIS**. We try to get fans any way we can.

Senator **DODD**. Well, you have done a great job in the work you have done throughout the State. And I am glad you hear you say, and Edward as well about your support for the existing programs that have done such a good job. There are 500,000 people each year under existing voluntary programs who serve this country, and do so with remarkable effort, and I just wanted to make sure that their efforts would not be somehow devalued in this process or unappreciated as we talk about national service. And for some people who think this is something that we are doing de novo, it is not that at all. In fact, as pointed out, there are wonderful programs that go back generations, and trying to bring them together in a concerted way I think is genuinely worthwhile.

I would just ask you, from your experience working with these young people, what you have seen happen and what a difference it has made in their lives.

Mr. **HARRIS**. Well, if you don't mind, I'll speak just on my own experience a little bit. When I was growing up in New Jersey, we had some teachers who were very active in the community, and they got me involved at a young age. And getting involved in these programs, doing things for other people, really had an effect on me, and it does to this day.

For me, one of the things that it really showed me was that no matter how bad off I thought we were, that there are other people out there who need help. There is that old saying about worrying about shoes, when there are some people out there who have no feet.

Also, at that same time, being pretty good athletically, you think about having a future in athletics, and that is one way to further your education. But for a lot of kids, that will not be the way to get an education, and we don't want them to think that the only way to do it is through athletics. If I had had the opportunity when I was growing up to think there was a chance to go to college through community service, I think that would have had a nice effect on me, also.

Senator **DODD**. That is a great point you make. Rewarding athletic ability, which certainly has its value, with a higher education opportunity is one thing, but rewarding abilities in other areas ought not to be treated any less importantly. I think that's a wonderful statement.

I am stunned, Edward, by your statistics. I have held several hearings on violence, some with kids from my own State of Connecticut. We have held national hearings here in Washington, and we have another series coming up. I am trying to find some answers to this horrible problem. That Los Angeles County statistic from 1986 to 1991 is just incredible—from 11 gang-related murders to over 800, I think, were the numbers you gave.

On your point about giving young people the chance to participate in something else—I think there is a common thread in your testimony and in other testimony I have heard, and I wonder if you could just comment on it. Every time I see a program where they interview gang members as to the psychology of joining a gang, invariably you hear reasons such as the absence of a good, supportive family life—although not universally so—and of the need for a group to which young people feel they belong, where there is a sense of love and support, and, whether it is false or not, a place where they feel wanted. It is a tragic commentary on our society that we have reached such a low point that some will join a violent organization—in most cases—to get that sense of belonging. I wonder if you might just comment on that, whether you think that it is true. It just seems that I hear it every time one of these young people is being interviewed and answering questions.

Mr. **OLMOS**. Senator, are you a Democrat or a Republican? Are you Catholic or Protestant?

Senator **DODD**. What is your point?

Mr. **OLMOS**. The point is that we all have to belong. And it goes way back to the original species, when human existence was organized and became what it is—whether you believe in Adam and Eve, or whether you believe in the evolution of human existence. We always had to belong. The reason is because when we went out hunting, we needed to fend off the saber-toothed tiger; we needed to feel a sense of community, a sense of belonging.

The energy level in which we use negative and positive is the issue. A lot of our children—not the majority; the majority of our children in this country are working in the light side, in the positive side—a very small minority are working in the dark side. Due to the media, and the tremendous amount of energy that is given to the dark side, they end up becoming our visual points, and we see them the most.

To answer your question, we all need to belong. I think Cedric said that he was part of the part that dropped out and then found himself inside the Corps and was able to really move himself forward because of that. And once he found this group, he directed his energy in another way.

What is happening today with our youth—and what you just did about talking about your mother and "Frank O'Harris," the story, is food for our soul. I am not talking only about the soul that goes to heaven. I am talking about the soul that gives us identity, that gives us imagination, that gives us creativity, that makes us what our thumbprint makes us—an individual.

The soul of our youth needs to be inspired. What this national service does is an evolutionary process, and you yourself have said this is just part of the process. This is the best part of the process.

I am here, sitting in front of you, because I have devoted myself to voluntary service for the last 23 years. It has been my source of strength. It has been the reason why I sit here in front of you with such determination and understanding of who I am. It was my soul food. Every day that I gave myself more to my community, I got stronger as a human being, and my self-esteem grew. I come from a very, very strong and intensely difficult street in East Los Angeles, an area that is propagated by gang warfare now more than ever. I am still in that street. I am in there every day. Father Greg Boyle and myself have worked in the community amongst gang members for over 20 years, and I can honestly tell you—what you asked me was is this the common thread—we need to belong. The difference is that if we could get those same gangs and offer them an opportunity to have a different viewpoint by way of having people go out into the communities—educated people who are educated inside the national service structure—go out there and either join VISTA, or join the Peace Corps, or join their national service group, they would in turn be able to use that energy in a very positive way, and it would move us to a point where you have no idea how incredibly wonderful the turn could be.

I have offered people jobs, people who are making hundreds of dollars a day selling drugs. I have offered them $7 to $10 jobs, and they have taken them. Nine out of 10 times, they will take a good, honest job that has some sense of value toward their future. It is a fallacy to say that our children will not move toward the light. They will. And if given a chance, they all will. What we are missing is the soul of our past. Our mythology is lost. This reinstates VISTA. This reinstates our commitment to volunteerism. This is the essence, and this is the evolutionary process.

My only wish and prayer is that politics stand aside and allow this to move forward. In a time when our deficit is so high, and we are trying to cut back, people are going to ask how can we give ourselves to this kind of a commitment where only 25,000 people will actually benefit from $340 million, and over a 3 or 4-year period, there will be 150,000 people with a $7.4 billion number on it. Well, that is the difference.

One person—I have touched millions of people, and I am just one person. When we walked out—and I say this passionately, to show you what happens—on the eve of the second day of the riots, I held an African American boy's brains in my hands, on the streets. Fifty-seven people were dead. This was not something that surprised anyone. Everyone knew this was coming. And it is coming again. Violence is just an outcry. It was a rebellion riot. I learned it with the Boston Tea Party.

And I will say to you right now: Don't let that happen again. When I walked out with a broom, it was because I was totally at my wit's end. One person walking out, not calling out—I didn't ask anybody to come out there, because this was not in the aftermath. When I walked out there, the National Guard did not have bullets yet; there were buildings blowing up. It was Friday morning at 5:30 a.m. What caused the aftermath was people walking out into the community and reclaiming it with brooms. One person's action caused this to happen—one. Tens of thousands of people joined us, and they walked out there with us.

So, 150,000 by 1997, working toward the advancement of the humanities through the use of national service and community volunteerism, will breed millions upon millions of children—and elderly—volunteers because what happens is that when you put the children and the elderly together as one, that's another common bond, and that is where we are going. The children need to know that they will become elderly, and the elderly need to know that they are our mythology, that they are the most needed aspect of our community.

So I would say to you, Senator, if there is anything I can do to help you to bring awareness to the problem of children killing children, I will do this. I hope that this National Service Trust Act passes and becomes law, and I pray that it is just one more process, one more stone, in the tremendous volunteerism and humanity that we possess as a people in this country. [Applause.]

Senator DODD. Thank you.

Senator WOFFORD. I am glad you included the need of the souls of those of us over 65 being inspired in the nineties. I also think that the three of you represent another point that ought to be made clearly today.

I struck the note of Robert Kennedy and the dream of a Peace Corps in America when I opened the hearing, but there is a difference between this legislation and what those of us—Chris Dodd returning from the Peace Corps; Paul Tsongas just having come back from the Peace Corps in Ethiopia; Sargeant Shriver, and others of us—imagined then, which was one big Federal Peace Corps in America, and what is being proposed now. The difference is that now, the corps, the programs, the service examples, and the pilots are coming up from communities, from actions such as yours, from Cedric's action by doing in the Conservation Corps, and Franco and a number of things he has started and led in Pittsburgh. And the legislation is going to try to let those pilots ignite the whole, and the whole will not be a Federal Government Peace Corps, but will be thousands of different Peace Corps that people create and that young people are recruited for and enlisted in.

There is one other point I want to ask you to ponder, and that is the question Senator Coats was concerned about, whether unpaid volunteer service, like the "Saturday of Service" that Edward James Olmos started, which hundreds of thousands are engaged in now, whether volunteer service is going to be undermined in any way by increasing full-time service. And the more practical question is if you think that in fact the Los Angeles Conservation Corps and the McKeesport Youth Service Corps and the full-time Pennsylvania Conservation Corps, that the full-time service corps actually help to expand volunteering, if those two go together rather than conflict with each other, isn't it also a fact that if you have full-time service, unless you want it to be for the very rich, you have to have stipends and basic living expenses and, I would say, an educational bonus at the end?

Cedric Parker, could you have given a year full-time without some living expenses and some stipends?

Mr. PARKER. Yes, I think I could, just to help the community; I think I could.

Senator WOFFORD. That's a good answer. It isn't the one I expected, but that's a good answer. And Father Malloy may comment about a lot of Notre Dame people who went out for a full-time year of service and just scrounged. But I think it is a question to ponder, whether you could get large numbers of people full-time if you didn't have a structure that provided for their living expenses.

Franco.

Mr. HARRIS. I just feel that in this era right now, when we have a lot of businesses cutting back and not as many jobs available to our young people, that for the inner city young people, the most important thing to me is that they learn how to work. And if this is the situation that will get them to have their first job, then we have really accomplished something.

Things have changed quite a bit in the last few decades, and to address the problems that we have to address today, I think that this Act is addressing them in the right way. Will we get a lot of young people in the inner cities to do it free? Myself, I don't think so. There could be some. But the main thing is can we develop leaders in the right way. You talk about going into gangs. Sure, they want to belong, but also to get money. Edward mentioned that when he offered them jobs that paid them, but they knew they didn't have to belong to a gang, a high percentage accepted those jobs.

Senator **WOFFORD**. Or were they belonging to a better gang, or another gang? Maybe that was your "belonging" point.

Mr. **OLMOS**. Yes.

Mr. **HARRIS**. Well, give them an alternative, another way to go. If this could be the groundwork for that, I think we have really set the right path for these youth to go.

Senator **WOFFORD**. Thank you.

Senator Wellstone.

Senator **WELLSTONE**. Thank you, Mr. Chairman.

Mr. Olmos, Mr. Harris, and Mr. Parker, first of all, I apologize, because your testimony was the last thing I wanted to step out on, but there were some people from Minnesota that I just had to meet with, and so I apologize for being impolite.

Mr. Chairman, let me preface a couple of very specific questions not with a long speech or a filibuster, but with one cautionary note, listening to Mr. Olmos. I think that this National Service Act and national community service is very important, but I do worry that it cannot be, as Senator Pell said, a substitute for or a replacement for Pell Grants or work-study programs or low-interest loan programs. It will be just a little disingenuous at best to, on the one hand, move forward and then, on the other hand, take something away. And even though I found Mr. Olmos' point to be inspiring about what happens when you start with individual people, and then ripple effect that that has with other people as it provokes the hopes and aspirations of others, I really worry that given the power of what all of you have had to say, it strikes me that this is only but a beginning and quite scaled down, maybe significantly below expectations. And my only point is that if it has to start scaled down, fine, let's do it right—but I would want to say this, Mr. Chairman—and I am not trying to put words in your mouths, and please don't get angry at me, and tell me if I am wrong—but with all the focus on deficit reduction and cutting and cutting and cutting, it does strike me there is this other agenda in this country having to do with race and gender and poverty and violence and crime and families and children that cannot be put off much longer. And it does strike me that we should understand that we are starting out bare minimum here, and it cannot be scaled down any further. Otherwise, it simply will be a lie for what we say we are about to do by way of some changes that people are hoping.

That is my speech. I needed to get that off my chest. Now I have three questions. One, how do we make sure that the men and women who are involved in this come from diverse backgrounds?

No. 2, how do we make sure that communities really do define the priorities so that it is not top-down in the worse sense?

My third question is what do you think of the idea—I think it is a great idea, but that doesn't mean you have to—of grandparents—you were talking about families—of grandparents being able to work and get credit to help to pay for college education for their grandchildren, as long as we are talking about national community service and families?

And number four—and then all of you can respond in whatever way you want to—we have been using the word "empowerment," and so far, I have heard that word "empowerment" apply to individual responsibility, and you don't just do something for somebody, but make them feel responsible. How about empowerment from the point of view of changing the root conditions in the first place? How can we make sure that this community service becomes something whereby people who live in the communities view their volunteerism as not only feeding the hungry, but doing something about why people are hungry, or why people are without jobs, or why people are without adequate housing in the first place—in other words, the "Why" question that people ask.

Those are my four questions, and whoever wants to respond—unless you think they are off-base, in which case, ignore them all and say something else.

Mr. OLMOS. Senator Wellstone, I'll start. I'd just like to say that I appreciate what was just said, and I think that all of the situations that you brought forward are extremely important—diverse background; priorities of the community; the credit by the elders is a brilliant idea——

Senator WELLSTONE. Stop, stop. Get that down. Record that.

Mr. OLMOS. —and the empowerment, the root changes, and the "Why", I think that you are probably hitting exactly what we need to be looking at constantly.

I can't say enough about the ripple effect. If I throw a pebble in the water, it will eventually define all the area that it will touch. It will show you where the embankments are; it will show you where all of the boundaries are of the lake. That ripple will touch all of it.

This is just the beginning.

When you asked, Senator Wofford, would people serve if they were not being paid. Yes, they would. What will happen with this will be to reinforce the behavior. Those who can will. Those who cannot will also now have the opportunity to do that. That is the power of what we are doing.

You talk about empowerment toward stopping the "whys" of why this has occurred. It is because the opportunities are not there. What Franco said was true. We need to understand how to apply ourselves to giving them an opportunity for self-esteem and for their own integrity, to feel part of the system.

Senator WOFFORD. Can the full-time service volunteers help, organize, work with, utilize more of the part-time volunteers? If you had full-time ground troops through the national service corps that are promoted, would it enable a larger number of people to be organized for part-time volunteer service?

Mr. OLMOS. I think it has been shown very well in our military system. I think we have a tremendous National Guard, and it comes out every year for 2 weeks, and it comes out once a month to rehearse and practice. It shows that those part-timers can be helped by the full-timers. And I think that it goes the same way with almost anything. What you are creating here is empowerment of the highest form. It brings national service to the forefront at a time when it is needed the most.

What we have here is the ability to start a small pebble to define the boundaries of our lake, and our country, from shore to shore and from border to border, will be touched by this one pebble thrown into the water. It will define it. And people who are giving of themselves will continue to give.

Believe me, when people come up to me and say, "Eddie, you give so much. You do so much work. It is incredible what you do," I say thank you very much, but birds of a feather flock together. The reason that you know that I am doing this is because you yourself have your story; let me hear it. And I hear from the elderly especially how much they have contributed in their lifetimes. And as soon as you start to listen, all they want to do is feel good about themselves.

I didn't start out making any money doing what I am doing right now, and I still don't make any money volunteering. Granted, now my occupation, my craft, has developed so that it supports me, but I started volunteering long before I got any money. He who has no money, honestly—I learned how to say no to the dollar before I had it, and that helped me out in the time period that I am in today. It really humbled me to understanding that it is not dollars, but sense, that makes the difference.

So I would say on the diverse backgrounds that this is amplifying it to the fullest. On the priorities in the communities, I think this will basically define those priorities. On the credit to the elders, what more can I say other than that should be part of the system. I mean, if my great-grandfather could work and be sure that his great-grandchildren could have a college education by his work, do you know how many people would do that? It would just be phenomenal.

Senator WOFFORD. Go ahead, Franco. These are your last remarks, unfortunately. I'd love to listen to you all day.

Mr. HARRIS. I guess, just as here in America, some things I agree with, and some things I don't. On the elderly working with the credit to go toward the education for their grandchildren, just off the top of my head, I don't know if that is something I would favor, because I guess I would rather see the kids earn it themselves. We want them to learn how to work for themselves and to make it on their own. And I definitely want the grandparents involved, and I think that is fantastic, and I think that it should be included, but not to give the credit to the younger people.

On the priorities and the diversity, I think that is going to come within each community, and once again, it is going to be the leadership. I am very big on leadership, and just like anything else, in some areas it is going to be fantastic, in some it isn't. Some are going to address their needed priorities, and some people might not address it as well.

As far as diversity, it is here in this country, and I feel very much that it will touch everybody, from West Virginia to the ghettoes of Los Angeles.

So in my closing, I really want to thank the Senators. For me, this was a very nice experience, just to be able to hear different feedback on what this process is all about. I am just very happy to be a part of it. And please, give this Act every consideration possible, because it is definitely needed.

Senator **WOFFORD**. Thank you.

Senator **WELLSTONE**. Mr. Chairman, if I could just very briefly respond, I did want to let Mr. Harris know that I think you raise a very fair question. Actually, there will be "x" number of slots for older Americans anyway, so it would not be taken away from a younger person. I am just saying that if they are going to do it, then why couldn't they transfer that credit toward a grandchild. That was really the point—not as a replacement for slots that would go to younger people. I'll let you respond. Go ahead.

Mr. **HARRIS**. I would think it would be nice if they were able to give their credits to their grandchildren if their grandchildren worked in the program—not if their children didn't work, and it was just passed on.

Senator **WELLSTONE**. The only other thing I was going to say—and Mr. Chairman, maybe I could get your help on this—is that I have been looking at the language of this carefully, and we may at a minimum want to try, without being bureaucratic, to work in some kind of evaluative component so that these programs take a look at what they have done on an annual basis to make sure that diversity is there. I think there is discussion of it, but there ought to be a way to make sure it happens.

And my final, final point is that all of us have talked about our own backgrounds, and mine was as a kind of community organizer, and the one criticism I remember from a lot of communities I worked in was that they would see VISTA volunteers and other people come and go, and then when people finished whatever it was they came to finish, things stayed pretty much the same. I think we have to make sure that this time that does not happen.

Senator **WOFFORD**. Cedric Parker, do you want to add anything before you go?

Mr. **PARKER**. No, Senator. Thank you.

Senator **WOFFORD**. Thank you very much, all three of you, and all the people sitting behind you. Thank you.

Let me just note that General Norman Schwarzkopf, who led our troops in Desert Storm, had hoped to be here as a member of the panel today. He has asked that his statement in support of this idea of national service be put in the committee record, and we will do that.

I would just like to read briefly from his statement three sentences. He says, "I feel it is right and proper to ask every young person to serve their country in some fashion. I strongly believe," he says, "that universal national service would provide a source of highly trained manpower to apply against many sectors of our country that desperately need help, would give a sense of self-worth to many young men and women who are lost today because they do not feel they will ever have a chance to make a contribution, and, finally, would instill great patriotism in the youth of America who, because they have earned the right to be called Americans, would be proud to be Americans."

[The prepared statement of General Schwarzkopf follows:]

PREPARED STATEMENT OF GEN. H. NORMAN SCHWARZKOPF

I have often been asked if I am in favor of universal military service. My response has always been that I am not in favor of universal military service; I am in favor of universal service. I feel it is totally appropriate to ask each young American to earn the right to be called American. In this regard, I feel it is right and proper to ask every young person to serve their country in some fashion.

In discussing universal service; however, I feel two points are extremely important. Number one, it must be universal; no exceptions, no deferments, no buying your way out. If we are going to have universal service, every young man and woman be available in many venues: hospitals, National Parks, inner cities, and the military to name a few. I do not think that it is in the best interest of this country for such a program to be administered by a giant governmental bureaucracy. I would prefer to see a small government organization that would perhaps administer such things as induction, transportation, etc. However, the program itself could be more efficiently managed by getting the private sector involved. For example, should the young man or woman choose to work in hospitals, perhaps the AMA or some hospital foundation could administer the program; should the participant choose to work in our National Forests, perhaps the American Forests could be the administrator. Obviously, if the participant chooses to serve in the military, the various military departments should administer the program; should the participant choose to work in the inner city, an organization such as the Urban League might be the organization of choice to administer the program.

My concept would be that national service should be selfless service, and the young man or woman participating therein would not derive much in the way of tangible remuneration. They would derive a great deal in terms of the intangible rewards that come from serving something other than ourselves. I would envision that national service participants would be very simply uniformed in uniforms that were provided to them, and they would receive room and board. Other than that, only an absolute minimum salary to cover expenses of day-to-day living. As to duration of service, I would recommend that a minimum of 18 months be considered. In this way participants could undergo 4 to 6 months of on-the-job training and then be able to contribute 1 year of maximum productivity. My experience with other countries that have 1 year universal service indicates that the participants leave the program just at the time when their productivity is at a maximum.

I strongly believe that universal nation service would provide a source of inexpensive, highly trained manpower to apply against many sectors of our country that desperately need help, would give a sense of self-worth to many young men and women who are lost today because they do not feel they will ever have a chance to make a contribution and, finally, would instill great patriotism in the youth of America who, because they earned the right to be called Americans, would be proud to be Americans.

Senator WOFFORD. I would ask our next panel if they would step forward: Dwayne Andreas, Richard Munro, Jeffrey Swartz, and Sandra Broadwater. This panel represents—with Sandra Broadwater perhaps a little bit of an exception—the best of corporate America that needs trained manpower. It is appropriate they are here with us because this legislation represents a public-private partnership that is going to grow according to market and demand. It is a new form of managed competition, competition for service and ways and means of doing this.

Senator Simon had wanted very much to be here. He is chairing another hearing. He especially wanted to welcome his friend, Dwayne Andreas.

Dwayne Andreas is the chief executive officer of Archer Daniels Midland Company that we hear a lot about on television and in other ways in our society. He is currently a trustee of the U.S. Naval Academy, a director of the Boys Club of America. He chaired President Reagan's Task Force on International Private Enterprise. He has done many other notable things. He is from Minnesota, and now Florida. He is an active-duty citizen, as we like to say.

Mr. Andreas.

STATEMENTS OF DWAYNE O. ANDREAS, CHAIRMAN AND CHIEF EXECUTIVE OFFICER, ARCHER DANIELS MIDLAND CO., MIAMI BEACH, FL; J. RICHARD MUNRO, CHAIRMAN, BOARD OF DIRECTORS, THE POINTS OF LIGHT FOUNDATION, NEW YORK, NY; JEFFREY SWARTZ, CHIEF OPERATING OFFICER, TIMBERLAND CO., HAMPTON, NH; AND SANDRA BROADWATER, VOLUNTEER MARYLAND COORDINATOR, BALTIMORE, MD

Mr. ANDREAS. Mr. Chairman, thank you. Senator Pell, I want to say that I am delighted to be here, and I am honored to be invited here. I would also like to say that one of the reasons I have a great interest in this subject is that I worked very closely with Senator Humphrey for many years who, I am sure you would agree, is one of the great Senators of all time, and he spent a great deal of his time putting a high priority on developing national service programs that would keep our young people occupied and out of the cities and off the streets. So I have him to thank for my interest in this subject.

Now, I am not too familiar with all parts of this bill, but I am very familiar with one part of it, and that is the suggestion that we might re-create something like the Civilian Conservation Corps, which was organized by President Roosevelt during the Depression and which I was very much interested in and observed and had a lot of experience with at that time in my life.

But on the way down here today, I picked up the New York Times, and for openers I want to read you the first two paragraphs of a story on the front page. The headline says, "Pleading For Life, Student Is Slain, Shot Outside Brooklyn School for Troubled Teenagers."

"A 16-year-old student on a lunch hour stroll outside a Brooklyn school for troubled teen-agers yesterday was chased by two older youths, cornered between two parked cars and shot several times at close range."

"New York . . . detectives said it appeared that at least two assailants had pursued the student through the streets after a dispute . . . that appeared to focus on a leather jacket or vest."

"Don't kill me! Don't kill me,!" the youth, Andre Sarvis, cried out as he was about to be shot, an eyewitness said."

"It was the latest in a string of shootings and killings of children and adolescents around the city. For instance, last week a 7-year-old boy was fatally shot . . . The latest violence came in the last weeks of an academic year that has seen two students stabbed to death in public schools and hallways and several others killed."

"There's something fundamental happening in and around our schools that we're just not coming to grips with."

That story tells one of the reasons why I am interested in seeing this bill get through.

I want to talk about a program that I experienced in the 1930's, talk about the creation of a new CCC adopted after Roosevelt's Civilian Conservation Corps. It was our Nation's first and only really full-scale experiment with national service. With our Nation paralyzed in the grips of the Great Depression and the hundreds of thousands of young men and women unemployed and without hope, President Roosevelt acted boldly.

In what should be a model for all of us, Roosevelt created the Civilian Conservation Corps with a two-page bill. It passed on March 31st of 1933. A joint effort of the Departments of Labor, Interior, and Agriculture was spearheaded by what was then the Department of War, which was charged with the responsibility of managing the program. They enrolled 8,540 men per day, and by June 16th—now, remember, it was only passed on March 31st. By June 16th, there were 239,000 men either in one of the 1,300 camps or on the way there already volunteering.

The CCC would reach a peak a few years later with 502,000 people in 2,500 camps. It was Roosevelt's vision and hope to keep the CCC as a permanent Federal agency with an enrollment of 300,000 yearly. Congress upped that number to 400,000 as an example of how popular the program was and how successful it was. Roughly 3 million young people participated in that experiment. What a desirable project that would be today.

Eventually, with the onset of World War II, the CCC was scaled down and then sadly was discarded because most of those young people went to war. I should mention incidentally that it was considered vital to our preparation for the war because it made potential, loyal, good, patriotic soldiers out of people who otherwise might have been guerilla fighters in our cities some day. General Marshall was instrumental in the creation of the CCC, and he was instrumental in the management of it, one of the main supporters of the program.

So what was Roosevelt's idea? Pretty simple, really: to develop the land and develop our young people at the same time, developing two resources with the same dollar, two for the price of one.

The reason the CCC was helpful in the war effort is the same reason that it is perhaps even needed more so today, and the same reason a program like the CCC is important for businesses like mine. At its core, the CCC stressed work not welfare. It was about values. The CCC developed discipline, responsibility, teamwork, commitment, the ethic of work, self-esteem, patriotism through productive workmanship and leadership skills. These are the same skills our businesses are looking for today. We can teach the specific tasks by letting the CCC camps function as vocational schools.

What we in our company need are people who have developed the work ethic and know how to work with others and are committed to customer service and quality. Perhaps that is the way the bipartisan Competitiveness Policy Council recently suggested that our Nation needs to explore further this idea of a national corps like the CCC as a means of improving school-to-work transitions in this country. I request that excerpts of that report be inserted into the record with my testimony.

Senator WOFFORD. They will be.

Mr. ANDREAS. The CCC also had an educational component where many CCC'ers first became literate; others completed high school, and a few even went to college.

In the process of developing these skills and instilling values in the young people, let us recall their tremendous work rebuilding our Nation much of which still stands today, which is a signal of the quality of its work. In a little over 8 years, the CCC developed more than 800 State and national parks, 4,000 historical structures, 60,000 buildings, 38,500 bridges, 97,000 miles of roads, planted 4 billion trees, stocked 2 billion fish, stopped erosion on 200 million acres of land, and spent 4 million man-days fighting fires, floods, and other disasters. Imagine the sense of achievement and accomplishment that these young people had with all these achievements.

An important part of the Act currently before you is the Civilian Community Corps, passed last year with the strong leadership of Senators Wofford, Boren, Dole, Senator Simon from my State of Illinois, Kennedy, McCain, Domenici, Warner, and numerous others on both sides of the aisle. This new CCC is based on the old one and again calls upon the Departments of Defense, Labor, Agriculture, and others to work together using former military personnel and closed and/or excess capacity in our military facilities, which are now being abandoned, to challenge the young people to serve their communities.

We, in fact, had urged former President Bush to act on a large scale on this idea, and that is because it makes sense and because the CCC demonstrated that it works. We spend billions on welfare systems with little or no return. Los Angeles demonstrated the consequences of allowing alienation of economically disadvantaged youths to persist and fester. I truly fear the fate of our inner cities and in turn perhaps even of our Nation if we don't attack the hopelessness and despair of the youth head on. As struggling businesses and tourist boards in L.A. will tell you, anarchy has real costs. We need to offer some of these kids the opportunity to get out of these destructive environments and work on our environment. We need to offer others the chance to say and work in their communities to rectify the many environment problems there—pollution, recycling, lead poisoning, toxic waste, graffiti. And I suppose that even some of our not so disadvantaged youth could benefit from a new CCC that would spur their leadership and other skills.

Will it take another Los Angeles to spur this body to take dramatic action as Roosevelt did? That would truly be a shame. I need not tell the distinguished members of this committee the very real costs of our welfare system, of crime, the cost of our prisons, school dropouts, teenage pregnancies, exceedingly high unemployment rates of urban youth, nor need I relate the sense of fear and hopelessness pervasive in many of our urban cities and increasingly in our suburban and rural towns. Why not an ounce of prevention based on what you and I value every day: work, hard work. I call to the attention of the members of this committee an article written by the late Arthur Ashe that powerfully brings this idea home, which I would like to have included in the record.

We are losing a generation while we worry about labels of conservative and liberal, Democrat and Republican. Why not get beyond ideology on this issue at least to a point where we all agree, a point perhaps best summed up by Roosevelt himself, who said, and I quote, "We can take a vast army of these unemployed out into healthful surroundings. We can eliminate, to some extent at least, the threat that enforced idleness brings to spiritual and moral stability."

Work is more than making a living. Work is mental therapy.

One additional thought. Donald Kendell, former chairman and CEO of Pepsi-Cola, was recently named chairman of the National Forest Foundation, a nonprofit group based in Virginia, interestingly enough, the State that first hosted a CCC camp. The National Forest Foundation is very interested in finding, through a public-private partnership, the ways and means of involving young people in the conservation and protection of our Nation's forests and other natural resources. It is supported by liberals and conservatives alike, and I would like to urge this body and the President to work with such groups to empower our youth while reclaiming our lands and our forests.

Finally, it is my understanding, Senator Wofford, that while you were Secretary of Labor and Industry in Pennsylvania, you started a statewide conservation corps largely for unemployed youth, coupling State and private funds, that is based on the CCC of old, and I hope to learn more about that program and how we can tie efforts like it to the work of the National Forest Foundation and the appropriate Federal agencies where necessary.

Now, I want to comment just a little more because sometimes we—have we got time?

Senator WOFFORD. I wonder if you could do that when the panel is discussing.

Mr. ANDREAS. That is fine. I will submit the remainder of it. Thank you.

[The prepared statement of Mr. Andreas follows:]

PREPARED STATEMENT OF DWYANE ANDREAS

Mr. Chairman and distinguished members of the Senate Labor and Human Resources Committee it is a pleasure to be with you today to discuss this idea of national service.

I regret that I have not had time to familiarize myself with all aspects of the National Service Trust Act of 1993. And really today I only want to focus on one part of it and consequently offer my support for one part of the bill that I think holds a significant key to turning this country around and that is the creation of a new CCC adapted from Roosevelt's Civilian Conservation Corps of the 1930's—our Nation's first and only really full-scale experiment with national service.

With our Nation paralyzed in the grips of the Great Depression and hundreds of thousands of young men and women unemployed and without hope, President Roosevelt acted boldly.

In what should be a model for all of you and all the lawyers in this room and in this town, Roosevelt created the Civilian Conservation Corps with a two-page bill on March 31, 1933. A joint effort of the Departments of Labor, Interior and Agriculture spearheaded by what was then the Department of War they enrolled some 8,540 men per day and by June 16—remember it passed on the last day of March—there were 239,444 men either in one of 1,300 camps or on the way there. The CCC would reach a peak a few years later with 502,000 men in 2,514 camps. It was Roosevelt's vision and hope to keep the CCC as a permanent Federal agency with an enrollment of 300,000 yearly—a quick historical footnote Congress actually opposed the President's plan to downsize to 300,000 and upped it to 400,000. Roughly 3 million young people participated in Roosevelt's experiment.

Eventually with the onset of World War II the CCC would scale down and then sadly was discarded. I should mention incidentally that it was considered vital in our preparedness for the war and General Marshall was instrumental in the CCC camps.

So what was Roosevelt's idea? Pretty simple really: that we can develop the land and our young people at the same time—developing two resources for the same dollar.

The reason the CCC was helpful in the war effort is the same reason that it is perhaps even needed more so now—and the same reason a program like the CCC is important for businesses like mine: At its core, The Corps stressed work not welfare. It was about values. The CCC developed discipline, responsibility, teamwork, commitment, an ethic of work, self-esteem through productive workmanship, and leadership skills. These are the same skills our businesses are looking for today. We can teach the specific tasks necessary for employment in various levels of Archer-Daniels-Midland if we have the right "clay." What we need are people that have developed a work ethic, know how to work with others and that are committed to customer service and a high quality product. Perhaps that is why the bipartisan Competitiveness Policy Council recently suggested that our Nation needs to explore growing this idea of a national corps like the CCC as a means of improving school-to-work transitions in this country. I request that excerpts from that report be inserted into the record with my testimony.

The CCC also had an educational component where many CCC'ers first became literate, others completed high school and a few even went on to college.

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We in fact had urged former President Bush to act on a large scale on this idea. And that is because it makes sense and because as the CCC demonstrated it works. We spend billions on welfare systems with little or no return. Los Angeles demonstrated the consequences of allowing the alienation of economically disadvantaged youths to persist and fester. I truly fear the fate of our inner cities and in turn perhaps even our Nation if we don't attack the hopelessness and despair of the youth head-on. As struggling businesses and tourist boards in L.A. will tell, anarchy has real costs. We need to offer some of these kids the opportunity to get out of these destructive environments and work on our environment. We need to offer others the chance to stay and work in their communities to rectify the many environmental problems there—pollution, recycling, lead-poisoning, toxic waste, graffiti . . . And I suppose that even some of our not so disadvantaged youth could benefit from a new CCC that would spur their leadership and other skills.

Will it take another Los Angeles to spur this body to take dramatic action as Roosevelt did? That would truly be a shame. I need not tell the distinguished members of this committee the very real costs of our welfare system, of crime and our prisons, of kids dropping out of school, of teen pregnancy, of the exceedingly high unemployment rates of urban youth, nor need I relate the sense of fear and hopelessness pervasive in many of our urban cities, and increasingly our suburban and rural towns. Why not an ounce of prevention based on what you and I value every day: work, hard work. I call to the attention of members of this committee an article written by the late Arthur Ashe that powerfully brings this idea home.

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One last thought. Donald Kendell the former chairman and CEO of Pepsi was recently named Chairman of the National Forest Foundation a nonprofit group based in Virginia—interestingly enough the State that first hosted a CCC camp. The National Forest Foundation is very interested in finding, through a public-private partnership the ways and means of involving young people in the conservation and protection of our Nation's forests and other natural resources. It is supported by liberals and conservatives alike and I would urge this body and the President to work with such groups to empower our youth while reclaiming our lands. Finally, it is my understanding that Senator Wofford, while you were Secretary of Labor and Industry in Pennsylvania you started a statewide conservation corps largely for unemployed youth—coupling State and private funds—that is based on the CCC of old and I hope to learn more about that program and how we can tie efforts like it to the work of the National Forest Foundation and the appropriate Federal agencies where necessary.

I know well that you face budget deficits and tremendous problems. But I hope you will act very boldly on the new CCC. Our Nation needs it. Thank you.

The results are stunning: two thirds of the German workforce have completed an extensive apprenticeship program compared with three tenths of one percent in the United States.

Our Training Subcouncil recommends continued experimentation with different types of school-to-work transition programs: apprenticeship programs, compacts (as in Boston) where employers guarantee jobs to students who do well in school, cooperative education where seniors work part time in areas connected to their training specialty, and career academies where students develop skills around a specific field (see box on next page). Several elements are essential whatever technique is followed: provision of mentoring and jobs by local employers, integration of academic and vocational learning, protection against exploitation of student workers, and the provision of broadly recognized certificates of occupational skill mastery that will be readily accepted by employers.

The federal government, despite its historically limited role in the school-to-work area, should initiate several steps to launch such an effort. It should finance pilot programs of public-private cooperation. It should create a national youth service corps, as proposed by President Clinton (and earlier by Senators Wofford and Boren). It should earmark a portion of public works funds for youth apprenticeship programs. Most importantly, as with education, it should insist that agreed skill standards provide the foundation for all these efforts.

Third, the United States needs a comprehensive program to ease the adjustment process for all workers dislocated by technological change, defense conversion, increased international trade flows and other sources of structural change. Such a program should combine various aspects of existing programs. As in the current Economic Dislocation Worker Adjustment Assistance (EDWAA) program, all workers in need would be eligible for benefits. The level of benefits should go beyond those currently provided under EDWAA, and be more similar to those currently provided under the Trade Adjustment Assistance (TAA) program. The complete set of benefits would include job search assistance, skills assessment, counseling, referral services, adequate income support (covering at least 50 percent of lost wages), payments for retraining programs, and extended income and benefit (including health care) payments through the training period.

Such a program would double the amount of resources devoted to worker adjustment, from approximately $750 million to about $1.5 billion annually. There are various means to fund this increase, from either general revenues or a dedicated trust. Regardless of the mechanism chosen, this program is a modest attempt to offset the huge financial and personal losses which workers experience when they lose their jobs. It is also an investment in encouraging labor market flexibility, further

TRAINING RECOMMENDATIONS

- **Encourage firms to increase training — through grants, tax credits, or payroll requirements.**
- **Improve the school-to-work transition through a national youth service corps, skill standards, and youth apprenticeship programs.**
- **Ease the adjustment burden on dislocated workers.**
- **Provide one-stop shopping for training needs.**

BEST COPY AVAILABLE

Senator WOFFORD. Thank you. We will have all the statements in the record, so any of you that can shorten them, to make up for the chairman's letting the program go, and stick to some of the earlier points, it would be appreciated.

Dick Munro is chairman of the Executive Committee of the Board of Directors of Time-Warner. During the Korean War, he served his national service in the United States Marine Corps and was decorated with a Purple Heart three times. He is a member of many major organizations. He is president of the Juvenile Diabetes Foundation, chairman of the board of the New York Urban Coalition, and especially today he is chairman of The Points of Light Foundation. Dick Munro.

Mr. MUNRO. Good morning, Mr. Chairman. I am obviously delighted to be here, and I said to Eddie Olmos when he left that it is too bad that we are preaching to the choir here this morning. It is too bad we don't have some critics sitting up there that we could really get into this with.

I will go through this as quickly as I possibly can. It is not terribly long.

Senator WOFFORD. And let me apologize that at a certain point when Senator Wellstone comes, I am going to make a several-hundred-yard dash to vote. There are two back-to-back votes that began at 11:30, and I have to make the end of the first, the beginning of the next, and get back here. If Senator Wellstone hasn't arrived in about 5 minutes, I have to recess it briefly. But I think he will make it.

Dick Munro.

Mr. MUNRO. As you mentioned, I am currently privileged to serve as chairman of the board of directors of The Points of Light Foundation, and as you also mentioned, I chair the Executive Committee of Time-Warner. Today I appear before you to speak on behalf of the National Service Initiative. I do so from my vantage points as both the chief volunteer of The Points of Light Foundation and a business person with an abiding interest in service and volunteerism.

I also want to point out that I am a Democrat, a Democrat who not only supports the national service legislation that has been proposed by President Clinton, but who supported as well the previous administration's commitment to community service. The Points of Light Foundation is now, has been from the start, and I am confident will always remain a nonpartisan organization. The reason is simple: voluntary service is for everyone, and everyone, regardless of their position, ought to be for it.

Today we face critical challenges in our communities, problems that cannot be solved or even much eased unless citizens themselves from young to old take the initiative. That is what service is about. That is what former President Bush sought to promote. That is what President Clinton now seeks to advance to the next level of concern and attention through his national service legislation. Democrats and Republicans have every reason to find substantial common ground on this subject, just as I and my colleagues on the Foundation's board have during the past 3 years. We are politically diverse, but uncompromisingly united on the importance, make that necessity, of breathing new vigor into the American tradition of community service.

When my friend and president of the Foundation, Dick Schubert, who is right behind me, recently testified on the subject of national service, he referred to the administration's initiative as a form of "double social utility." Now, as a business person, this is not a concept I had come across before, but when it was explained to me, the bells of recognition went off.

Here we have a legislative approach that ties financial assistance for education to service to the community. Thus, we, the American taxpayers, not only get the benefit of the service performed by those who participate in the national service program, we also gain from a better educated population. Simply put, we get a double benefit, or a double social utility.

Now, some say these two sets of benefits should remain unlinked in Federal policy. To me there is real merit in relating them, of making one set depend on the other for those who want to minimize the debt they must incur to advance their education. Our democracy needs people who are not only smart—the aim of education—but also good—the aim of service. I would like to believe the same need exists in American business as we look for tomorrow's workers.

The focus of the National Service Initiative on young people is significant and it is right. The President's plan places service by America's youth as a critical step in a lifelong engagement with community problem solving. It is perhaps not surprising, but nonetheless too little appreciated, that so many people who are active adult volunteers today had their formative experience with community service early in their lives. That was a consistent finding when we did the research for the Foundation's award-winning public service campaign 3 years ago. By directing Federal resources to youth national service, the Nation invests in its future. It invests in the development of its communities and the people who will lead them.

The word "investment" is obviously central to this proposal. In the business world, an investment is the capital you put up now to achieve something of greater value later. I am one who does not believe that every dollar spent by the Federal Government today is such an investment. I do believe that the funding and organizational capacity to be committed to the National Service Initiatives are. It represents seed capital that can stimulate the growth of the Nation's service ethic at a time in American history when we, each of us, must become more deeply, personally, and effectively engaged in solving the problems of our communities.

That crucial work of citizens, of course, cannot be engineered from Washington, DC. It must come from the communities themselves. The President's measure attempts to recognize this reality by avoiding the "we invented it here first" syndrome. Instead of creating a new program out of whole cloth, it seeks to build on what already exists. It does so in two ways.

First, it consolidates the principle of existing Federal commitments to service and volunteerism in one streamlined agency along with the proposed National Education Trust. Second, it pushes the main action to the State and local levels, where it does not just belong, but is most likely to succeed. Preserving a streamlined decentralized approach and thus keeping Federal control and overhead to a necessary minimum is absolutely essential if national service is to become more than "just another Federal program."

As you know, the administration's proposal seeks continued authorization of funding for The Points of Light Foundation. We bring to this effort both our expertise in volunteerism and, more importantly, our nationwide association with volunteer centers and corporate volunteer councils. These centers and councils form a central part of the private local infrastructure that will be needed to make the National Service Initiative a productive reality at the community level.

Through this infrastructure, we are now, and will continue in the future to work toward, enhancing the capacity of community organizations to involve citizens, including and especially youth, in direct and consequential service. I am including with my testimony a copy of our most recent annual report to give you a more specific sense of the Foundation's activities and capabilities.

Let me close by urging the members of this committee to view the National Service Initiative as a special, needed partnership between the public and the private sectors. Community service by young people or, for that matter, any group is not something that can be strengthened or broadened by the Government alone. Nor, on the other hand, is it something that can achieve the necessary critical mass if supported solely by private and sporadic investment. The President's legislation creates a framework within which a partnership between the two sectors can take place and can overcome the limitations each sector faces when acting on its own. While this program will surely change as it makes its ways through the legislative process, I do hope that you will preserve this important feature.

Thank you very much. I did that as quickly as I possibly could have.

[The prepared statement of Mr. Munro follows:]

PREPARED STATEMENT OF J. RICHARD MUNRO

My name is Dick Munro. I am currently privileged to serve as chairman of the board of directors of The Points of Light Foundation. I also chair the executive committee of Time-Warner. Today, I appear before you to speak on behalf of the National Service Initiative. I do so from my vantage points as both the "chief volunteer" of the Foundation and a business person with an abiding interest in service and volunteerism.

I also want to point out that I am a democrat—a democrat who not only supports the national service legislation that has been proposed by President Clinton, but who supported, as well, the previous administration's commitment to community service. The Points of Light Foundation is now, has been from the start, and, I am confident, will always remain a nonpartisan organization. The reason is simple: voluntary service is for everyone, and everyone—regardless of their politics—ought to be for it.

Today, we face critical challenges in our communities—problems that cannot be solved or even much eased unless citizens themselves, from young to old, take the initiative. That is what service is about. That is what former President Bush sought to promote. That is what President Clinton now seeks to advance to the next level of concern and attention through his national service legislation. Democrats and Republicans have every reason to find substantial common ground on this subject, just as I and my colleagues on the Foundation's board have during the past 3 years. We are politically diverse, but uncomprisingly united on the importance—make that necessity—of breathing new vigor into the American tradition of community service.

When my friend and president of the Foundation, Dick Schubert, recently testified on the subject of national service, he referred to the administration's initiative as a form of "double social utility." Now, as a business person, this is not a concept I had come across before. But, when it was explained to me, the bells of recognition went off. Here we have a legislative approach that ties financial assistance for education to service to the community. Thus, we, the American taxpayers, not only get the benefit of the service performed by those who participate in the national service program; we also gain from a better educated population. Simply put, we get a double benefit—or double social utility. Some say these two sets of benefits should remain unlinked in federal policy. To me, there is real merit in relating them—of making one set depend on the other for those who want to minimize the debt they must incur to advance their education. Our democracy needs people who are not only smart—the aim of education, but also good—the aim of service. I would like to believe the same need exists in American business as we look for tomorrow's workers.

The focus of the National Service Initiative on young people is significant and right. The President's plan places service by America's youth as a critical step in a lifetime engagement with community problem-solving. It is perhaps not surprising, but nonetheless too little appreciated, that so many people who are active adult volunteers today had their formative experiences with community service early in their lives. That was a consistent finding when we did the research for the Foundation's award-winning public service campaign 3 years ago. By directing federal resources to youth national service, the Nation invests in its future—it invests in the development of its communities and the people who will lead them.

The word "investment" is obviously central to this proposal. In the business world, an investment is the capital you put up now to achieve something of greater value later. I am one who does not believe that every dollar spent by the Federal Government today is such an investment. I do believe that the funding and organizational capacity to be committed to the National Service Initiative are. It represents seed capital that can stimulate the growth of the Nation's service ethic at a time in American history when we, each of us, must become more deeply, personally, and effectively engaged in solving the problems of our communities.

That crucial work of citizens, of course, cannot be engineered from Washington, DC. It must come from the communities themselves. The President's measure attempts to recognize this reality by avoiding the "we invented it here first" syndrome. Instead of creating a new program out of whole cloth, it seeks to build on what already exists. It does so in two ways. First, it consolidates the principle, existing federal commmitments to service and volunteerism in one, streamlined agency along with the proposed National Education Trust. Second, it pushes the main action to the State and local levels, where it does not just belong, but is most likely to succeed. Preserving a streamlined, decentralized approach and, thus, keeping federal control and overhead to a necessary minimum, is absolutely essential if national service is to become more than "just another federal program."

As you know, the administration's proposal seeks continued authorization of funding for The Points of Light Foundation. We bring to this effort both our expertise in volunteerism and, more importantly, our nationwide association with volunteer centers and corporate volunteer councils. These centers and councils form a central part of the private, local infrastructure that will be needed to make the National Service Initiative a productive reality at the community level. Through this infrastructure, we are now, and will continue in the future to work toward, enhancing the capacity of community organizations to involve citizens, including and especially youth, in direct and consequential service. I am including with my testimony a copy of our most recent annual report to give you a more specific sense of the Foundation's activities and capabilities.

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Senator WELLSTONE [presiding.] Thank you, Mr. Munro. You can take a breath now.

Mr. Andreas, I apologize. Here we have somebody from Minnesota, and I had to be late. What we are doing is we have votes, so I am rotating with Senator Wofford. Again, Dwayne, I apologize for missing you. I went down to vote, and we just shifted around.

Mr. Swartz is the chief operating officer of Timberland and oversees the day-to-day operations of the company. He has helped coordinate Timberland's remarkable growth, especially in the international arena. He is part of a newly formed nonpartisan group called Americans for National Service. We are very pleased to have you here today, Mr. Swartz.

Mr. SWARTZ. Thank you, Senator Wellstone. There is very little remarkable about what I have to say, except just some very practical things. We have an expression at City Year, the program that I am going to spend a few seconds talking about—we recognize visitors to our program, and we have visitors by the dozens traipsing through Stilling Street in Boston. We have a way of saying to folks "such-and-so's in the house." That is a way of making sure that everybody knows who is about and what our purpose is today, and I thank you very much for the opportunity to be here. My purpose is very simple. It is to make sure that you know that the private sector is "in the house." When it comes to the notion of national service, the private sector, as represented by my colleagues here today—and, boy, that is kind of fun to say because these are big hitters. It is nonetheless fun to say my colleagues, they represent a private sector commitment to making things happen.

National service is not a theory for the Timberland Company. We are headquartered in Hampton, NH, Senator Gregg's home State. We live the notion of service. It is not a question of theoretical abstract. It is something that we practice every single day, and it is something that has benefit for our shareholders, it is something that has benefit for our customers, it is something that has benefit for our employees. And oh, by the way, it has a benefit for the community as well.

Timberland is not a philanthropic organization. We are a for-profit company. We are a New York Stock Exchange-listed company. We have quarterly income statements that we have to issue. We are accountable for delivering to our shareholders improved value for their stock, and we are doing a pretty good job of improving the value of their stock. That is directly linked, it is absolutely the same fact that Timberland is a proud sponsor, is a proud investor, a proud partner in an innovative program that is not talk, that is reality. It is a vibrant model for change called City Year in Boston.

We have with us today a real big hitter, Mike Brown, one of the co-founders of City Year who is sitting behind me, and it is my pleasure as a member of his board of directors—I work for him in this process—to say to you that the National Service Initiative is something that has got to be acted upon. It is not something that should be policed to death; it is not something that should be politicked to death. It is something that needs to be seen. It is something that needs to be touched. And you are welcome, you, your colleagues, any of you are welcome to spend time with us in Boston, in Providence, the city in Senator Pell's home State, or in Columbia, SC, where City Year will be expanding its program.

National service is not an idea. National service is a reality. And it is a reality because City Year has found the need and City Year is plugging that need with a diverse group of young people who understand that it is nobody's responsibility except their own to solve the challenges that are in front of them.

Timberland has a $1 million investment in the City Year program over 3 years. Now, in perspective, our company in 1992 earned $8 million after tax. $8 million. So a $1 million investment is not walking around money for the men and women of Team Timberland. It is a serious investment. And it is not a philanthropic investment because, frankly, there isn't particularly a big role for philanthropy in the role of business. We have to earn return for our shareholders, and that $1 million that we have invested in City Year goes to earning a return. It is a program with an incredible power and a power that comes back to us all day and night.

The question that was posed before which says, Is paid volunteerism going to supplant unpaid volunteerism? I have to say I think the answer is clear, and the answer is no. It is a powerful paradigm that we live in our business every single day. But being involved with City Year, not by sending them our boots and not simply by sending them a check, but by sending them us, by being part of the process, we have been changed as an organization.

We have a corporate program now where we don't entitle our employees to 16 hours of volunteerism on Timberland's time. We expect it of our employees. We say to people: You join our organization, you share our beliefs. Our beliefs include the fact that service is central to the notion of how a business gets its job done in the community that it lives and works in.

And so we have people at Timberland every single day, 6,400 hours, human hours, of service that we provide in the community that we live in. So national service isn't an idea. It is a reality. We are a New Hampshire company, and in Senator Gregg's home State, that volunteerism is having an impact every single day. It is a diverse program of young people. I said this before. They believe it is in their hands to solve a problem. Will they do it for nothing? No. And you wouldn't either. $100 a week? Try to make ends meet on $100 a week. Try to go and do what these young people do every single day.

At City Year, come to City Hall Plaza and spend some time with us at 7:30 on a cold March morning where we do PT in our red jackets, and we break up into teams. We fan out across the city, and we make a difference. Not because somebody anywhere said we should, but because we believe that we must. And the truth of the matter is the "we" absolutely includes the private sector. We want desperately to be partners with the Federal Government, with the local governments, and the State governments to make this program work.

We do not want you to drive this program and micromanage it. We think that is what the role of the private sector should be. The private sector has a commitment to this role, and I am here to represent it. The reason I sit on their board is not for the fun and games of it, but because Mike and Alan think that the private sector has something to add from a managerial perspective.

So we want a partner. The phrase you used was just right: seed capital. That is what we are looking for. We are not looking for another Government bureaucracy. We are looking for an opportunity to perform this service. We are delivering service excellence. We are changing not only the lives of the young people who are performing the service; we are changing the corporations that support this effort; we are changing the communities in which these efforts happen.

We ask your support. We ask for your leadership intellectually. We will provide all the horsepower, all the grist you would like.

So the questions that were asked before, diversity, we are living it at City Year. I would love with your permission to enter into the record a view of what City Year looks like and feels like from a makeup perspective.

Senator WELLSTONE. Without objection, that will be in the record.

Mr. SWARTZ. Thank you, sir.

Without any concern for the other programs that are spoken of and with respect that they are due, this is going to be get more goodness. As the private sector accepts the responsibility that it must have—because Government simply cannot provide all the services that we need to consume in the communities that we live in. As the private sector steps forward to accept some of that responsibility, it is a partnership that will be unbelievable in terms of its power.

The power of the City Year-Timberland partnership reverberates for our shareholders, for our customers, for our employees. The partnership that would be Timberland, City Year, and this national Act that is contemplated is without bounds. The truth of the matter is there is a time and place for a little bit of optimism, and so if you pass this Act, if you retain the role of the private sector, if you insist on the role of diversity, if you ask young people to be part of this, don't discriminate by saying to people we are not going to provide, because that means only rich kids can do it. And don't say that we are going to provide this only for poor kids, because this ain't about rich and poor. This is about young people coming together to solve problems. It works. Come to Boston and visit with us.

Thank you for listening.

[The prepared statement of Mr. Swartz follows:]

PREPARED STATEMENT OF JEFFREY SWARTZ

I thank you, Mr. Chairman, for the opportunity to testify here today. My name is Jeffrey Swartz. I am the chief operating officer of Timberland, a footwear and clothing manufacturing company, based in Hampton, NH. My company employs 4,000, has annual sales of $300 million, and does business in 50 countries. We are the proud recipients of the E Award for excellence in exporting, given by President Reagan's Commerce Department. Our home office is in Senator Gregg's beautiful State of New Hampshire.

I appear today as a founding cochairman of Americans for National Service, a bipartisan group of business, educational and civic leaders that advocates for creating and expanding national service programs. Other cochairs include Terrel Bell, the former Secretary of Education; Richard Donahue, chief executive officer of the Nike Corp.; the Honorable John Buchanan, senior vice-president of People for the American Way, and retired Lt. Gen. Julius Becton, president of Prairie View A and M University in Texas. A list of the cochairs is attached to my testimony. Also appear today as a board member of Boston's City Year.

As a corporate executive and a father of young children, I strongly support the legislation you are considering, because it can provide critical seed capital to make service programs grow all over this great Nation.

My company has worked for 5 years with City Year, an urban service corps that unites diverse young adults for a rigorous year of fulltime community service. At first, City Year asked us for boots for its corps members, and we sent 70 pairs. Then we became a corporate sponsor. In 1992, we invested $1 million over the next 3 years in City Year.

City Year is not a charitable contribution for Timberland. It is an opportunity for a profitable investment for our shareholders, our employees, and therefore our customers. It's an investment in human capital. The resources that deliver the best return are our human resources. We believe that the government, too, should view its support for service programs as an investment: you should demand a fair return for the taxpayers, and you should allow the investment to work over a reasonable period of time.

Influenced by City Year's message of hope, commitment and personal transformation, last fall we began offering a service program for our employees: we pay every Timberland employee to do 2 days of volunteer work in the community. This will produce 6,400 volunteer hours of work per year in New England. Last month, nearly half of our work force participated in a repair and renovation project, on work time, at a YMCA camp. The camp manager said, "We're looking to get done today what would take us 2 years. We're installing new doors, painting buildings, re-roofing others." City Year provided us with supervision and skills for this task, which saved the Y thousands of dollars and will improve the camping experience for thousands of children in southern New Hampshire.

Timberland Co. has benefited directly from its investment in City Year and the service activities of our own employees. Our workers take more pride in our company, are better motivated on the job, and are stimulated in ways that contribute to better productivity. Timberland has a reputation as a company where things are always changing, always happening, because we have learned from City Year that the voice of the individual really matters, that every individual can make a difference. As a result, employees become responsible members of the community that is Timberland. They produce positive change and that change is sustainable. I am confident every business in America would benefit from the type of thought process City Year has brought into our workplace.

I would like to invite any member of this committee to come join us for a Timberland service project. Senator Gregg, perhaps you could bring some of your colleagues.

City Year began exclusively with private funds, and has flourished with additional financial support from the Commission on National and Community Service. The government clearly has an important role to play in partnership with the private sector. President Clinton has made national service a priority for the American people in the 1990's, and I am grateful for that. Give us a federal program that involves and rewards private sector initiative, not one that pushes us out of the way. Give us a federal program that promotes and rewards entrepreneurial initiative in the private service sector, not one that micro-manages local service programs and requires a huge bureaucracy to operate. Give us a federal program that acts in true partnership with the Nation's businesses and nonprofits, and we will return to you a high added value to your investment.

I am pleased to see that S. 919 does that. It requires local matches for funding. It encourages the Federal corporation and the State commissions to raise private funds. It creates market-driven competition. It demands accountability. It provides for experimentation. It gives local nonprofits a fair chance to compete with large public agencies. It creates voluntary citizen boards.

I know that national service programs will provide real services, because Timberland employees and City Year corps members are doing that. We are building parks and houses. We are caring for the dying and teaching young people to read. And believe me, the City Year corps members, who earn in wages and educational stipends roughly what this legislation would provide, earn every nickel of what they get. This is not a take program; this is a give-back program.

One reason many service corps programs work so well is their diversity. These kids come from every walk of life, every neighborhood and race. They learn to work effectively together, doing hard, demanding work. They feel real ownership of their experience. They learn many skills, as people, as workers, and as citizens. They are empowered to think for themselves.

People who serve, full- or part-time, frequently undergo a transforming experience and become invested in doing much more on their own time. We believe that many of our employees will use those 16 hours of paid service to explore what volunteer

The Washington Post

SUNDAY, MAY 10, 1992

Can a New 'Army' Save Our Cities?

With Discipline and Training, Our Alienated Young Could Find New Lives

By Arthur Ashe

ONCE AGAIN, seething, residual anger has burst forth in an American city. And the riots that overtook Los Angeles 10 days ago were a reminder of what knowledgeable observers have been saying for a quarter-century: America will continue paying a high price in civil and ethnic unrest unless the nation commits itself to programs that help the urban poor lead productive and respectable lives.

Once again, a proven program is worth pondering: national service.

Somewhat akin to the military training that generations of American males received in the armed forces, a 1990s version would prepare thousands of unemployable and undereducated young adults for quality lives in our increasingly global and technology-driven economy. National service opportunities would be available to any who needed it and, make no mistake, the problems are now so structural, so intractable, that any solution will require massive federal intervention.

In his much-quoted book "The Truly Disadvantaged," sociologist William Julius Wilson wrote that "only a major program of economic reform" will prevent the riot-prone urban underclass from being permanently locked out of American economic life. Today, we simply have no choice. The enemy within and among our separate ethnic selves is as alarming as any foreign foe.

Families torn apart by welfare dependency, job discrimination and intense feelings of alienation have produced minority teenagers with very little self-discipline and little faith that good grades and the American work ethic will pay off. A military-like environment for them with practical domestic objectives could produce startling results.

Military service has been the most successful career training program we've ever known, and American children born in the years since the all-volunteer Army was instituted make up a large proportion of this targeted group. But this opportunity may disappear forever if too many of our military bases are summarily closed and converted or sold to the private sector. The facilities, manpower, trainers, and capacity are already in place.

Don't dismantle it; rechannel it.

Discipline is a cornerstone of any responsible citizen's life. I was taught it by my father, who was a policeman. Many of the rioters have never had any at all. As an athlete and former Army officer, I know that discipline can be learned. More importantly, it must be learned or it doesn't take hold.

A precedent for this approach was the Civilian Conservation Corps that worked so well during the Great Depression. My father enlisted in the CCC as a young man with an elementary school education and he learned invaluable skills that served him well throughout his life. The key was that a job was waiting for him when he finished. The certainty of that first entry-level position is essential if severely alienated young minority men and women are to keep the faith.

We all know these are difficult times for the public sector, but here's a chance to add energetic and able manpower to America's workforce. They could be prepared for the world of work or college—an exact analogy to that made by returning GIs after World War II. It would be a chance for 16- to 21-year-olds to live among other cultures, religions, races and in different geographical areas. And these young people could be taught to rally around common goals and friendships that evolve out of pride in one's squad, platoon, company, battalion—or commander.

We saw such images during the Persian Gulf War and during the NCAA Final Four basketball games. In military life and competitive sports, this camaraderie doesn't just happen; it is taught and learned in an environment of discipline and earned mutual respect for each other's capabilities.

Ethnic hatred, like that portrayed in Los Angeles, is also taught and learned.

A national service program would also help overcome two damaging perceptions held by America's disaffected youth: that society just doesn't care about minority youngsters and that one's personal best efforts will not be rewarded in our discriminatory job market. Harvard professor Robert Reich has opined that urban social ills are so pervasive that the upper 20 percent of Americans—that "fortunate fifth" as he calls them—have decided quietly to "secede" from the bottom four-fifths, and the lowest fifth in particular. We cannot countenance such estrangement on a permanent basis. And what better way to arrest backlash from any group than by deriving the technical skills of graduates from a national service training program?

Now, we must act decisively to forestall future urban unrest. Republicans must put aside their aversion to funding programs aimed at certain cultural groups. Democrats must forget labels and nomenclature and recognize that a geographically isolated subgroup of Americans—their children in particular—need systematic and substantive assistance for at least another 20 years.

The ethnic taproots of minority Americans are deeply buried in a soil of faith and fealty to traditional values. With its accent on discipline, teamwork, conflict resolution, personal responsibility and marketable skills development, national service can provide both the training and that vital first job that will reconnect these Americans to the rest of us. Let's do it now before the fire next time.

Arthur Ashe, an author and former tennis champion, is a contributor to The Washington Post sports section and a commentator on ABC-TV and HBO.

possibilities work best for them, and become equally invested in doing much more. The experiences people undergo in service programs are unique, based in large part on a very diverse group of young people sharing an intense work experience, knowing that people's lives and neighborhoods depend on the success of their work. Doing service gives people life-long understanding and commitment to being an active part of their community, just as military service has provided a sense of national obligation and responsibility for so many Americans.

Give those of us in the private sector a chance to deliver on the vision of service encompassed in S. 919. We can and will respond. As Americans for National Service, my colleagues and I are ready to rally business, educational and civic leaders behind this legislation. Thank you for giving me this opportunity to serve my Nation, my community, my company and my family.

City Year Demographics FY1990–93

		FY 1990	FY 1991	FY 1992	FY 1993	Total
Enrollment	Fall	50	74	100	214	438
	Mid-Year	7	2	7	na	16
	Total	57	76	107	214	454
Gender	Male	54%	49%	50%	51%	51%
	Female	46%	51%	50%	49%	49%
Ethnicity	African American	39%	29%	35%	34%	34%
	Asian American	2%	8%	7%	8%	7%
	Caucasian	47%	45%	42%	41%	43%
	Latino	12%	14%	15%	15%	14%
	Native American	0%	3%	1%	<1%	1%
	Other	0%	1%	0%	2%	1%
Highest Pre-CY Education	High School Drop out	23%	30%	24%	28%	27%
	High School Graduate	61%	50%	60%	53%	55%
	Some College/College Graduates	16%	20%	16%	19%	18%
Socio Economic (Annual Family Income)	Low (up to $30,000)	na	57%	61%	68%	na
	Mid. ($30,000-$60,000)	na	20%	26%	12%	na
	High (above $60,000)	na	23%	13%	20%	na
Geography	Boston/Other Urban MA	67%	60%	66%	69%	66%
	Suburban MA	22%	22%	22%	20%	22%
	Out-of-State	11%	18%	12%	11%	12%
	City Year Completion and Attendance Rates					
	Completion Rate[1]	77%	83%	86%	na	83%
	Average Length of Stay (months)[2]					
	Daily Attendance	na	na	95%	94%[3]	na
	Lateness (% on time)	na	na	92%	96%[3]	na
	Profile of City Year Graduates[4]					
	Educational Pursuits					
	College (2 & 4 year)	36.4%	52.4%	40.2%	na	na
	Vocational Program	0.0%	4.8%	2.2%	na	na
	Senior Corps Member	0.0%	4.8%	2.2%	na	na
	Alumni Staff	4.5%	11.0%	16.3%	na	na
	Working	40.9%	27.0%	15.2%	na	na
	Parenting	6.8%	1.6%	2.2%	na	na
	Unemployed	6.8%	0.0%	4.3%	na	na
	Unknown	4.5%	1.6%	2.2%	na	na

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[1] Annual graduation rates include a small number of corps members who enter at mid-year and graduate after 4 months of service (7 corps members in FY90, 2 in FY91, and 7 in FY92).

[2] This is calculated for corps members with maximum possible length of stay of 9 months.

[3] Year-to-date.

[4] As of December 1992.

Senator WELLSTONE. Thank you very much, Mr. Swartz, for your just superb testimony.

Let me just very briefly, with your permission, Ms. Broadwater, just make one point. I think the confusion here—we get into this sort of—it is not meant to be jargon—the question about community service as a way, for example, of paying for higher education. What is being discussed when people raise the question, Is it going to supplant another kind of service? We are talking about service learning, which, for example, in the State of Minnesota, and I am sure in other States, there are about 100,000 young people who, through their curriculum, through schools, many of whom get credit, do work in the community, not tied to any financial compensation, which is another ethic well worth its weight. And so the question is to make sure that the two don't get in the way of one another, and that is really what people are talking about.

Sandra Broadwater is a recent graduate of the University of Maryland. Senator Mikulski already gave you a stirring introduction, and she had a conflict this morning or I know she would be here. Sandra has a degree in human service management. She interned with the Prince George's Voluntary Action Center in her last semester. She is here today to represent coordinators and associates of Volunteer Maryland, which is one of eight national service models, and we thank you. Ms. Broadwater.

Ms. BROADWATER. Thank you very much. Also, I would like to say that I am extremely pleased to be here and have this opportunity to share with you a little bit about my experience as a national service participant. Also, I would like to say that I am just one representing many Volunteer Maryland coordinators, and some of them are here in the audience with me today.

Funded in part by the Commission on National and Community Service, Volunteer Maryland works with 35 nonprofit and Government agencies. Each of these 35 agencies has been assigned a team of Volunteer Maryland coordinators to develop new volunteer programs and also to build upon the agencies' existing ones. Each of the 35 sites provides services in the areas of human welfare, education, the environment, and public safety.

After graduating from the University of Maryland, as you said, I decided to participate in national service instead of pursuing a high-paying career, so I applied to be a Volunteer Maryland coordinator and dedicate 1 year of my life to national service. Working with Volunteer Maryland has confirmed my desire to stay in the human services field, and after my year with Volunteer Maryland, I will be pursuing a career probably in volunteer program management.

Volunteer Maryland was created because we know that people that want to volunteer don't necessarily know where to volunteer, and organizations that need volunteers don't always have the resources or the know-how to effectively use them. As a full-time stipended participant in national service, I am charged with calling upon unpaid volunteers to serve at my site, which is the city of Takoma Park. In the city, I am working with the police department, the housing community development department, recreation, public works, and the public library.

So I ask people to volunteer, and they do. They actually do. Reports show that the number one reason why people don't volunteer is simply because no one has asked them as many Senators have said earlier today. So I ask people to volunteer, and in the 4 months that I have been at my site, I have recruited people for the victim assistance program in the police department. I have worked with citizens who are now joining together to work in their neighborhood parks to make their environments cleaner and safer. I have developed a program in the library to address the issue of latch-key kids. Volunteers in that program work in the children's library to provide a resource and actually offer the support and the attention that these latch-key kids need.

So I ask people to volunteer, and they do. It sounds simple, but it is not. It is hard. It hard to ask people to volunteer when they have other time-consuming obligations. For me it is hard to ask people to volunteer in a city in light of the city just proposing a tax hike for its residents. But when I get past these obstacles and tell people that they are needed and tell them of the critical services that they will provide, then they say yes.

That is why I am a national service participant. It will be great to pay a part of my student loan debt that I incurred obtaining my education with my postservice benefit. But it is about more than education. It is about service and citizenship, about rights and responsibilities. That is the power of service that a group of diverse people can get together and break down the barriers of socioeconomic differences and dispel the cultural myths that exist in our society.

So a group of diverse people get together and things get done, and for me that is the satisfaction of knowing that things get done. That motivates me to participate in national service. Also, it is knowing and working with the people that I work with. It is knowing that maybe a woman is sleeping better tonight because a volunteer in the victim assistance program referred her to a safe house for battered women. And it is knowing that a child may not seriously harm himself on a dirty piece of glass because volunteers cleaned up his neighborhood park. And it is knowing that children won't go home to empty homes, but instead will stay in the library and do reports on dinosaurs because of a volunteer's time and dedication. It is all of this and much more. Because as a national service participant, I am spreading the word about what needs to be changed. I am encouraging personal ownership and responsibility in the problems that face America today.

So when people look to the Government to solve their problems, they now look to themselves instead and they see they are the Government and these are our problems. So together we work. And the National Service Trust Act will enable more programs like Volunteer Maryland to allow stipended participants like myself work with unpaid volunteers to work together to meet these unmet needs.

So for me working in this program has enriched my life. It has given me the opportunity to work in a very special program, and I have experiences now that will last me a lifetime.

Thank you.

[The prepared statement of Ms. Broadwater follows:]

PREPARED STATEMENT OF SANDRA BROADWATER

My name is Sandra Broadwater and I am a full-time volunteer coordinator with VOLUNTEER MARYLAND, a national service demonstration project. Funded in part by the Commission on National and Community Service, VOLUNTEER MARYLAND works with 35 nonprofit and government agencies. Each of the 35 agencies has been assigned a team of Volunteer Maryland Coordinators to develop new volunteer programs or build upon existing ones. Each of the 35 sites provides services in the areas of human welfare, education, the environment and public safety. It is our job as Volunteer Maryland Coordinators to effectively recruit, train, and manage volunteers to provide these critical social services. My colleagues, the other Volunteer Maryland Coordinators range in age from 19 to 68 and come from various socioeconomic and cultural backgrounds.

After recently graduating from the University of Maryland, I chose to become involved in national service instead of immediately pursuing a high paying career. Therefore, I applied to be a Volunteer Maryland Coordinator and dedicate 1 year of my life to service. At my service site, the city of Tokoma Park, I am recruiting volunteers for the city's police department, housing and community development, recreation, public works, and the public library. Working with VOLUNTEER MARYLAND has confirmed my desire to work in the human services field and after my year with VOLUNTEER MARYLAND I will be pursuing a career in human service, particularly in volunteer program management.

VOLUNTEER MARYLAND was created because we know that many people want to volunteer but do not know where they are needed, and organizations who need volunteers do not have the resources or the know-how to effectively use them. As a full-time stipended, participant in national service, I am charged with calling upon unpaid volunteers to serve at my site. Reports reveal that the number one reason people do not volunteer is that no one has ever asked them. so, I ask people to volunteer—and they say yes! In the 4 months I have been at my site I have successfully recruited volunteers for the police department's Victim Assistance program. I have worked with citizens who are mow joining together to work in neighborhood parks to make their environments safer and cleaner. I have developed a volunteer program in the library that is addressing the issue of latch key kids.

So, I ask people to volunteer and they do. It sounds simple, but it's not. It's difficult. It's hard to ask people to volunteer when they have other time consuming obligations. It is hard to ask people to volunteer for city government in light of the city proposing a tax hike for it's residents. But when I get past those obstacles and tell people that they are needed and will provide critical services, they say yes.

That is the reason I wanted to become a participant in national service. While it will be great to be able to pay a big part of my student loan debt with my post-service benefit, it is not the money, however, that motivates me. It is the satisfaction of getting things done. It is knowing that maybe a women is resting easier tonight because a volunteer in the Victim Assistance program referred her to a safe house for battered woman. It is knowing that a little boy won't seriously harm himself on a dirty piece of glass because volunteers cleaned up his neighborhood park. It is knowing that a child at the library didn't go home to an empty house, but instead completed a report on dinosaurs with the help of the volunteer's time and dedication. It is all of this and much more. As a national service participant, I am spreading the word about what needs to be changed. I am encouraging personal responsibility and ownership in the problems that face America today. So when people look to the government to solve their problems, they now look to themselves instead and realize that they are the government and these are our problems. This is national service in action. I am national service in action and I can see that it works. It works because I believe in what we are doing and I tell others so they may believe in it as well. The National Service Trust Act will enable more programs like VOLUNTEER MARYLAND to work and allow stipended participants to work with unpaid volunteers so that together they may address these needs. My life has been enriched from this opportunity to participate in such a special project and my experiences will last me a lifetime.

Senator WELLSTONE. Thank you very much.

Let me first ask those of you from the private sector—and I am at a little bit of a disadvantage because I didn't get a chance to hear your testimony, so if this is redundant, I apologize. But could you kind of succinctly, in a succinct way, pinpoint—all of us that believe in this—and I think we do—certainly Senator Wofford, this is an idea dear to his heart. I would say the same for myself, and

I think other Senators as well. We want to make sure that the actual delivery of this gets defined in such a way that it makes a difference at a community level. What do you see as being the most important kind of role of the private sector in making sure that this becomes meaningful? In other words, that the service becomes meaningful to the community? I mean, how do you view the private sector as to where you fit into this?

I think I might anticipate some of what you will say, but I would just be interested.

Mr. **ANDREAS**. Senator Wellstone, I would like to respond to that. First, I want to compliment you on following the footsteps of a great man, a mutual friend of ours, Senator Humphrey, who is my mentor. And I read every day that you are carrying on many of his very good projects.

Senator **WELLSTONE**. Well, thank you. Those shoes are too big to be filled by anyone, but thank you for saying that.

Mr. **ANDREAS**. During your absence I recommended strongly that we re-create the Civilian Conservation Corps, which is part of this bill, which is something that I lived through and had a lot of experience with. Now I want to just make one more comment to show that this can be done at no cost to the public, and I will tell you why.

We have an enormous problem in the agricultural area that the Civilian Conservation Corps can correct, which would be worth billions and billions of dollars to the community. Every day, every hour, every minute, some of the world's precious topsoil is blown away by the wind, swept away by the rivers and streams, and lost to the earth. This is a silent threat, all the more deadly because most of the world's people simply aren't aware that it is a problem.

But if we don't act to prevent the loss of our topsoil, the world's long-term food supply will be in danger. Mankind faces a future of widespread starvation and hunger if we don't stop it. It is that serious, and it is getting more serious with each passing day.

It took a billion years to build a thin layer of topsoil that covers part of the world and feeds the world, but we have destroyed half of it in just 100 years. It is the only thing that stands between the human race and starvation, this thin lay of topsoil.

Just consider a few indicators of how close we are to disaster. Since 1970, the world has lost 480 billion tons of topsoil. That is more than the total amount of topsoil remaining in the United States cropland. Each year the world's farmers lose about 24 billion tons of topsoil, topsoil from their cropland, roughly the equivalent of all the topsoil covering Australia's wheatland.

Farmland in America's Midwest breadbasket loses some 20 tons of topsoil per acre every year. In Illinois, we are losing 1.5 bushels of topsoil for every bushel of corn we produce. It would take 30 stadiums the size of Louisiana's Superdome just to hold the sediment that the Mississippi River dumps into the Gulf of Mexico each year.

Now, these are startling facts. They scare me. They should scare you. And they should scare the public. The worldwide soil crisis intersects with the other challenges that I have discussed. World hunger is on the rise and in part because so much of our land on this planet has already eroded so far that it will not sustain agriculture.

Now, the reason I am bringing this to your attention is it would take hundreds and hundreds of thousands of man-days to correct this problem, to level the land, straighten out some of the creeks and rivers, stop the drainage, and plant billions of trees and shrubs. But this work would be of such high value that you can honestly say to yourself that the creation of the Civilian Conservation Corps to do this work will mean that it will cost nothing. It will be a free ride because this work will be of much more value than the CCC will cost.

Thank you.

Senator WELLSTONE. Well, I thank you for your response. I appreciate it for two reasons: one, having a daughter in law who works with a land stewardship project, and, two, because I think we should understand that community service and problems to be tackled are every bit as important in rural America as in urban or metropolitan America.

I also want to frame this question again, and maybe, Mr. Swartz, you might want to start out on this, or either one of you.

Senator Wofford, I asked the question about whether we could talk specifically about the ways in which the private sector can help us define what really needs to be done at a community level since we want to make sure that, in fact, there is a nexus here between younger people, or not so younger people, having this opportunity of community service, but of also making a difference in community.

I have to apologize. What Senator Wofford and I are doing is we are switching off for one another on votes. I am interested in your answer, but I can't miss the vote.

Mr. MUNRO. Let me try and speak to that. Tomorrow I will be in Atlanta with about 50 CEO's that Roberto Gozieuta has gathered to hear The Points of Light Foundation talk to those CEO's about how we may help their volunteer programs, their corporate volunteer programs. Either we can try and make their current programs more effective, or if they do not have corporate volunteer programs, we can help them create one.

That is just one of many things we do, but I think it is responsive to the question that the Senator asked. This will be the 7th city that we have visited speaking to literally hundreds of chief executive officers, trying to convince them that Government alone is not going to solve America's serious social problems, that we are going to have to do it ourselves, and that corporate America is going to have to play a major role since they are the employer of most of Americans.

I think my colleague Jeff said it about as passionately as I have ever heard it. I mean, it is an obligation that corporate America just has to shoulder, despite the problems that they are going through now. We are all firing people, and we are all looking at our quarterly statements. But at the same time we also are a part of this Nation, and we are going to have to pull extra hard in our role of being good citizens.

Senator WOFFORD. Mr. Swartz.

Mr. SWARTZ. It is reasonably simple from Timberland's perspective. We live in Hampton, NH, and our employees are of that world. They live there and they work there and they raise their families there. And the services that those people require, they require, and it doesn't matter who provides it. Frankly, they are not interested in who is providing it. They simply want to know. It must be provided. I have choices where I live and where I work, and if where I live and work I can't get the services I need, then I am going to need to do what is important for my family.

So in terms of Senator Wellstone's question, it is very easy for us to play a role in the local community. We have done some corporate volunteerism things that, on the one hand, may look like a philanthropic gesture to the community, but really are absolutely good for Timberland and Timberland shareholders.

When we repainted the Odyssey House, a drug rehabilitation house in Hampton, I felt pretty good about that. It was not in my world view, these recovering young addicts, but it was the world view of three of our employees who have children who have passed through that program. It is absolutely reflected back upon the organizations that are just simply aware enough of their role in the community.

Just 2 weeks ago, 150 Timberland people showed up at a YMCA camp, just up the street from us in Greenland, NH, and in 1 day, under the management and with the service excellence that City Year provides, 10 City Year young people took all us corporate types, put us in teams, gave us a brush, gave us a rake, and in 1 day we did a 4-year renovation of that camp.

That is great, and my mother was tremendously impressed, Senator. But, more importantly, our employees were impressed, and that is fundamentally why we did it, because our employees are sending their kids to that camp.

The priorities are very simple, and that is why the private sector has to play a role in helping make sure that this program works on the local level. We live and work on the local level, and with your leadership and our involvement, we will make sure the thing stays grounded on the local level.

When we come to Providence, Senator Pell—and we are coming to Providence in the fall, as you well know, and with your support, which we continue to count on—we are not going to address somebody else's priorities. City Year is going to address Providence's priorities because we are going to reach out to the business community with your help as well, and we are going to make the business community help us ground the City Year program in Providence. That is how we will guarantee excellence of service. We are looking forward to your support, sir.

Mr. MUNRO. Mr. Chairman, I might also add that I think Jeff mentioned in his comments earlier about shareholder interest. This is obviously in corporate America's vested interest. I mean, Time-Warner is in New York City. If New York City schools don't work, if their hospitals don't work, if you can't get from Grand Central to your office without being mugged, you are not going to have much of a corporate headquarters, and you are not going to be able to attract employees to come work for you.

So I think slowly but surely corporate America has begun to recognize that they have a major role to play in keeping their homes—i.e., their cities in which they are located—healthy places to attract employees.

Senator **WOFFORD**. Sandra, you may not realize you represent corporate America, but, no, in a real sense you do because corporate America is not just business corporations, but it is organizations of all kinds, including nonprofit organizations. I didn't hear the question from Senator Wellstone, but do you have a comment that you want to make about his question?

Ms. **BROADWATER**. Other than my experiences in working with Volunteer Maryland and knowing that private industry has helped in some of the things that we have needed, I would like to say that it can continue to build our programs, to help our programs, and working together is the way that we are going to be able to address this and succeed in what we need to do.

Senator **WOFFORD**. One of the points I was making earlier, I would like to turn upside down in terms of what I am just hearing. I was making the point earlier that full-time volunteers can be used to get more part-time volunteers. The other point that I think I am hearing all of you by your experience and testimony saying is that under the national service structure that is being proposed, the private sector, the business corporations, but also student organizations, universities, colleges, churches, temples, can come up with a program as to how we who have been in volunteer service could use 10 or 100 full-time young people. So I see kind of a reciprocal arrangement, and this Act, it seems to me, is an invitation to invention for the independent sector in our society to give the leadership and structure, not to wait for some Federal corps to come along and do it.

Senator Pell.

Senator **PELL**. Thank you, Mr. Chairman.

I want to pay my particular respects to Dwayne Andreas. I have had an opportunity to read his statement, but not be here for his welcome here.

Mr. **ANDREAS**. Thank you.

Senator **PELL**. Also, I wanted to pay tribute to Susan Stroud and to Howard Swear, who some years ago in Providence and Brown University exercised the leadership and the creative role. Howard, as we all know, is dead. Susan is still pushing, and I think much of what we are doing comes out of their efforts.

I can assure Jeffrey Swartz that I look forward to being of any help I can.

Thank you.

Mr. **SWARTZ**. Thank you.

Senator **WOFFORD**. I am sorry to say I think probably this panel, unless you have some last words very briefly you want to put, should be thanked and excused. I am the one that lost, but I will read your testimony in full.

Senator **WOFFORD**. The next panel is: Father Edward "Monk" Malloy, president of Notre Dame; Sue Donaldson, council member of the City of Seattle; and Kenneth Bailey, COOL Road Scholar of St. Louis, MO.

I don't apologize for our having the extra time because we are all going to benefit by the record and by probing some of these things, but time is that which you have least to give, and you are the ones that have given the most. I am sorry if we have upset your schedules.

Father Malloy has picked up the torch that my colleague, Father Hesburgh, in helping to start the Peace Corps, carried. Father Malloy and Notre Dame have moved into whole new dimensions of service. It was the only nongovernmental body that actually was charged with organizing a Peace Corps program, and it may have the highest record of students from any one college engaging in part-time and full-time service. Father Ted Hesburgh is now, I notice, a cochair of the Americans for National Service, engaged in this mission right now.

Father Malloy is a renowned ethicist, and he teaches as well as administers. I was impressed recently when I went back to the scene, having been a law school teacher at Notre Dame, with all that he is doing and the esteem he is held by his students and his colleagues. He is chairman of the board of the American Council on Education. He is a member of The Points of Light Foundation.

Father Malloy.

STATEMENTS OF REV. EDWARD A. MALLOY, C.S.C., PRESIDENT, UNIVERSITY OF NOTRE DAME, SOUTH BEND, IN; SUE DONALDSON, COUNCIL MEMBER, CITY OF SEATTLE, SEATTLE, WA; AND KENNETH BAILEY, COOL ROAD SCHOLAR, ST. LOUIS, MO.

Reverend MALLOY. Senator Wofford, I am happy to be here at this panel and to see your work as Chair of this meeting, but also as a former faculty member, I toast the outstanding leadership you are providing in this regard.

I also appreciated the earlier words from Senator Coats and from Senator Dodd.

Let me just, if I could, give a very brief presentation since there is a fuller record that will be available to the members of the committee.

I think it is important that we argue the case for community service on its own grounds, separate from the remuneration question. I think we can make a very basic claim that it provides an opportunity for tutoring in civic responsibility, and there are a lot of anecdotal testimonies in that regard of people who have turned their self-image and their career path around into explicit service of the civic kind on the basis of early experience in a college setting. But it is also a way—and I say this as a priest and as an ethicist—of living out one's religious commitments or one's philosophy of life. To be able to say there is a connection between the values you hold in your life and the actual living of that in terms of service and humanitarian and charitable involvement seems to be a case that needs to be made over and over again. Because if you ask individual volunteers, they will say that that is what motivates them. They are trying to find meaning and purpose and a sense of commitment to the broader community that they participate in and share.

I think we can say that higher education has a much more distinguished record in this regard than sometimes it has been credited with. If you look at institutions like my own, 31 years ago I personally was a member of a group that was involved in service in the summertime in Latin America. I hold that experience that I had in Mexico and Peru and in another part of Mexico responsible for my own definition of a call to become a priest and then involved in higher education as a form of ministry.

Thirty-1 years is a long time. The Peace Corps, of course, has a similar kind of record. We out of that early experience on my campus made a commitment in terms of a facility, full-time staff, eight or nine people, and then a series of organizations that participate in that which now number over 30, which have allowed something like 75 to 80 percent of our undergraduate students to engage in service sometime during their undergraduate career.

This has been extended so that we had 10 percent of our recent graduates commit themselves to a year or more of service, which is, I think, a great testimony. And they aren't the only ones who will do it, but they do it in terms of the full-time commitment for a year or more.

We also see a very important connection between what our students are doing while they are involved on the campus and how they influence the alumni clubs at the local level, so that the clubs which began by subsidizing through a minor form of scholarship our students who were doing it in the summer, now begin to take on projects of their own as a way of attracting young graduates into the activity, but also giving a new vitality to the local clubs. That is being carried over so that at the recent alumni reunion weekend we celebrated, one of hallmarks of that was the conversation across classes, across 5 to 50 years of classes, about what are we doing, what kind of obligation do we have?

Now, I say that about my own campus because I have an opportunity here to brag a bit and to be proud of the things that have been achieved. But I can tell you from my firsthand experience with Campus Compact, with COOL, with The Points of Light Foundation, and with the Commission on National and Community Service, that this is going on characteristically across all of higher education.

There is a history there, a history which allows us, I think, to tie into this bill, to be ready and willing and able and enthusiastic about the possibilities that it opens up.

We have learned from our own experience, both at Notre Dame and across higher education, that we have to provide meaningful work. It isn't simply putting in the time. You have to find a connection between the raw ability, talent, and energy level of the young people who are available and the kind of things that they end up doing.

Second, it needs to be integrated with the learning environment. One of the more difficult challenges that we face in higher education—I think most university presidents or chancellors would say this—is to get the faculty convinced that the kinds of questions that students come back from these experiences with need to be brought into the reflection of the classroom setting, the things that people read, the questions that they ask, and the kind of values that they are probing. So the raw experience is one thing, but to connect it to looking for solutions relative to the complex issues of the day is a second challenge.

I think the third thing we need to say—and all of us have discovered this—is it isn't simply the diversity of those who get involved, that is, we need to make that opportunity available across the board, it is the diversity of who you get involved with, that is, there is a range of possibility, forms of service that are available through this relatively loosely organized network of institutions, both at the presidential level and at the student level. And I think that that is one of the richest components of the bill as it is being proposed. It isn't simply for the rich or for the poor or for the middle class. It is for everyone. There is no age discrimination. But it ties into the kind of unique role that higher education can provide.

Last, let me say that the concern all of us have in higher education isn't the rationale for doing it. There is great enthusiasm for this bill in and of itself. The concern we have is that as this all plays out across the agenda of the Congress and the present administration that we don't lose the proper role for subsidizing financial aid and accessibility for a cross-section of the population.

We hope we can preserve both of those values, but I think it is important to argue the case for this bill in and of itself.

Thank you for the time.

[The prepared statement of Reverend Malloy follows:]

PREPARED STATEMENT OF FATHER EDWARD MALLOY

Mr. Chairman and Distinguished Members of the Committee on Labor and Human Resources:

I am Father Edward Malloy, C.S.C., president of the University of Notre Dame and chair of the Board of Directors of the American Council on Education. I first want to thank you for inviting me to testify before you on the issue of national and community service. It is my great pleasure to be able to represent the University of Notre Dame and the American Council on Education in this hearing.

You have asked me to testify regarding national and community service, and more specifically on building common ground in support of service, and I will stick to that charge. As you surely know, many discussions of President Clinton's plan for national service have taken place, particularly as they relate to student financial aid. Some concerns have been expressed already by various groups, including the American Council on Education, and I believe there are legitimate issues which are yet to be resolved. I daresay that the members of this committee, your counterparts in the House, and the President have significant work remaining to make these service initiatives a reality.

Today, however, I want to move the discussion away from the current focus on service as an alternative means of financing higher education and onto the real business of serving others in need. Lately the subject of service has been lost in the uproar about who receive benefits. It would be imprudent simply to allow service to be defined as another financial aid alternative because this misses the true value of service in its own right.

Based on my own experience and the shared experiences of thousands of women and men, I believe that community service is inherently important to developing an understanding of one's rights and responsibilities in relation to the greater civic whole and in living out one's personal religious commitments or philosophy of life. There are innumerable stories about the impact serving people in need has had upon the direction of young people's lives. Some choose to make service a full-time vocation, others find that volunteering on a part-time basis fulfills their needs. Regardless of which a person might choose, it is clear that participating in community service either during college or immediately after has a life-long influence on one's propensity to serve. We in higher education then have a great responsibility to encourage community service as part of the fabric of life in a college or university community.

Notre Dame has taken this obligation seriously. We are happy to have just celebrated the tenth anniversary of the Center for Social Concerns. The Center for Social Concerns is the focal point of most service activity on campus. Most students and faculty find that they can accommodate their own particular interests in the wide-range of service programs. At Notre Dame we have worked hard to pass the tradition of service from one class to the next. Once this ethos became ingrained in the community the results have been excellent.

Two principles have guided the development of service programs at Notre Dame. First, the service project or program must be meaningful to the community, state or nation. Second, we expect that service be integrated with learning. Meaningful community service must provide opportunities for faculty and students to reflect on their experiences and to explore the root causes of social problems. It is this critical thinking that provides participants with the skills and insights necessary to make real change.

Nearly 70% of our students take part in community service of one type or another during their academic careers. They give time as tutors, Big Brothers/Big Sisters, helping the handicapped, or assisting at a health clinic for the poor of our area, to name a few. Over 300 students per month volunteer at the South Bend Center for the Homeless. The Center for the Homeless has thrived with sustained support from the University, various civic groups and the city of South Bend. I believe it provides a unique and replicable model for a university-community partnership. The Center for the Homeless has been recognized as one of the best of its kind in the United States and this is attributable, at least in part, to the volunteer support of our students.

Nearly 150 students are working around the United States this summer as part of our Summer Service Program. They are sponsored by local Notre Dame alumni clubs and receive a $1,400 scholarship for their service. I realize that this program appears remarkably similar to the Summer of Service initiative, but it has been operating successfully now for 15 years. In my view it provides an interesting model for other colleges and universities, who draw students from around the Nation, to create partnerships for service between current students and alumni.

Ten percent of our graduating seniors choose to dedicate a year or more to full time community service in organizations like Holy Cross Associates and Teach for America. They teach in inner-city schools and on Indian reservations; they feed and house the homeless; they console and aid battered women; they help substance abusers beat their addictions; assist convicts in making the transition to life on the outside; and much more. These young women and men are doing what they can individually and collectively to overcome some of society's ills. An additional group of our students go on to serve the United States in the military. Their contributions to the greater good cannot be overlooked.

Lest we forget one of our most loyal constituencies, our alumni, let me say a word about their efforts. Our Alumni Association has taken up the challenge of community service and charged each alumni club with becoming more actively involved in service. The result has been a blossoming of the role of the Notre Dame alumni clubs in their local communities.

We are proud of this heritage and of all the members of the Notre Dame community who have chosen to serve. We are not unique in higher education, but we like to think that we are among the leaders in solidifying the importance of community service in the overall life of colleges and universities.

Today colleges and universities across the country are making great efforts to serve their own communities and to encourage their students to take part in service. Many institutions, public and private, have substantial and lengthy traditions of service. For example, the University of Virginia and the University of Minnesota launched campus YMCAs in the 1880s. Phillips Brooks House, a community service organization run by students at Harvard, has been in existence for roughly 80 years. Since 1967, the Brevard Community College Lab Schools, aided by student volunteers, have pioneered ways to promote parental involvement and other approaches to helping at-risk children.

In 1983, the Campus Outreach Opportunity League was created by a recent college graduate to promote service at public and private 2-year and 4-year institutions. It currently counts more than 650 colleges and universities among its members. In the same year college and university presidents founded Campus Compact. It now reaches out to more than 300 institutions. Numerous other examples exist, among them Partnerships for Learning whose 150 members offer academic credit for semester-long service learning programs; SCALE, a national student literacy campaign; and, the National Student Campaign Against Hunger and Homelessness. Clearly the banner of community service has been carried forward in a very significant way by higher education.

I would also like to commend the Commission on National and Community Service and the Points of Light Foundation for their outstanding work in broadening and calling attention to opportunities for college students, and people of all ages, to serve.

People from Notre Dame and other schools participate in service projects and dedicate time after graduation to community service because of a deeply felt obligation to give back to those less fortunate than themselves, not because of monetary considerations. Giving back to society and a sense of responsibility to do so is the very essence of service. I support service because I believe that it helps develop qualities in people essential to the moral, spiritual and common good.

The desire to serve should not be constrained by considerations of race, socioeconomic status or religion. Service is not just for the rich or the poor; it is for all members of our society and each should be encouraged to participate. The true strength of national service is its universal appeal to the better qualities of our human nature. It cannot succeed if it does not draw persons from diverse backgrounds together to share a common experience in support of the greater good.

This is the story about service that must be presented to the American public. Their appreciation of more spending for college students is limited. I believe, however, that in appealing to the best aspects of our American heritage—civic responsibility, citizenship and tolerance—popular support for national service will be forthcoming.

We should not limit our thinking about service to only those who might benefit from the student aid portion of the National Service Trust Act of 1993. Clearly the problems of our cities and towns far exceed the capacity of 100,000 young people to solve them. I envisage a groundswell of student involvement in part and full time service which doubles or triples that number. The benefits then for the vast majority of those who participate in community service would be those attributable to service; namely, satisfaction in having served others; awareness and appreciation of the vast difficulties the United States face in overcoming poverty, ignorance and loss of hope; and, finally realization that the rights granted by the Constitution carry equally great and demanding responsibilities.

The flip side of the equation, and one that I am afraid is too often overlooked, is services' affect on communities. Many communities certainly have gained from dedicated and committed young talent. It is equally important that those designing service programs understand that meaningful service cannot be done without the input and involvement of the community being served. The impact is not always easily measured but is often displayed in intangibles like community spirit or hope. The true epiphany for many students who go out to serve is that the community often gives as much to those who serve as it receives.

I have taken considerable time to reflect on the importance of the service aspect of national and community service. It should not be taken for granted that everyone understands or appreciates all of the concepts involved. The basic elements, however, are easily recognizable to everyone regardless of ethnicity or creed. They involve giving, responsibility, camaraderie and collective good will. These are not only inherently American beliefs, but values that will serve us well around the world

While I wholeheartedly endorse the concept of community service, I would be remiss not to recognize the valid questions and concerns related to the National Service Trust Act of 1993. I am aware that some controversy seems to have arisen regarding the position of the higher education community on the act. The confusion exists largely as a function of the combination of community service with financial aid. We support service but not at the expense of need-based aid programs. The higher education community needs to feel confident that existing aid programs don not become victims of national service because these programs have very important roles regardless of service. Unfortunately, some of the Clinton administration's student aid proposals for fiscal year 1994 would cut financial awards to many students.

We cannot forget that more and more students come from nontraditional backgrounds which do not afford them the opportunity to participate in full-time national service. We should not be making trade-offs between needy students and service, but rather we should be looking at service as national as its title suggests. It does not benefit just students; it benefits communities across the country in any number of tangible and intangible ways. Both national service and need-based aid have a place even in today's tight budgetary climate. The cost of reducing need based aid programs is less access for those most in need of higher education. The cost of missing this opportunity to reengage young Americans in bettering society will not be manifest as quickly, but holds out the potential to damage beyond repair our already stretched social fabric.

Senator WOFFORD. I appreciate that very much.

Sue Donaldson, a member of the Seattle City Council, a volunteer advocate of children's rights for the Children's Home Society, an organizer of a city-wide youth service initiative called Youth Involvement Network. She has been demonstrating how Government, universities, business, and community organizations can develop diverse opportunities and projects for the young people of Seattle. Sue Donaldson.

Ms. DONALDSON. Thank you, Senator Wofford. I really appreciate the honor and the opportunity to testify before you today in support of the Act.

Senator WOFFORD. Pull that microphone a little closer.

Ms. DONALDSON. Since it has been a long hearing and you have had already very eloquent and thoughtful statements, I am not going to read my statement. You already know the value of service through your work in the Peace Corps, so you know how service builds communities and individuals and provides hope.

But as a public official, as a member of the Seattle City Council, there were four things that I did want to focus on. One is that this bill is desperately needed now. We need a domestic Peace Corps in the United States. Second, that community service works. Third, as Senator Wellstone talked about, the numbers in this bill are very modest, and the need is extremely great. When Mr. Andreas was talking about the topsoil, he was talking about a major environmental problem that we need to correct, and this is a way to do it. Also, the fourth point, in the future we need to strengthen and expand the "Serve America" piece because, as Reverend Malloy has talked about, we need to connect youth and individuals with meaningful service. But we need to do that with 5-year-olds and 8-year-olds and 11-year-olds. And so that is something I want to start to talk about.

First is the critical needs that this bill be passed now. In urban America, but as we have also seen this morning as well in rural America, in cities like Seattle, we have seen the handwriting on the wall, and it is graffiti. And it will continue to be graffiti as long as we fail to engage our youth in a sense of community and we fail to give them ways to participate.

Second, we know community service works. It is a proven vehicle for engaging youth. Marian Wright Edelman, the founder of the Children's Defense Fund, recently stated that "The days of thinking about service as something to occupy the time just of middle-class youths in suburbs have passed. Indeed, poor and minority youths may profit the most from service activities and give the most in return if we provide the resources in low-income communities to create opportunities, and if we remove the barriers that sometimes keep them from participating in these programs."

So this is what we have sought to do in Seattle, is to identify those barriers and to remove them. Let me give you three examples.

One is an environment project. In the summer of 1991, we had three kids, kids who were out of school during the summer, but we weren't sure they were going back to school. We weren't sure that they would stay in school and stay out of trouble. And we asked them to rebuild a creek, an urban creek in Seattle, so that the salmon might come up and spawn again. At the end of that summer, there was great pride in those kids, but there was also a significant contribution. So we were very pleased with that project.

In February of 1992, we had a Youth Involvement Day where we had the youth come and talk about what were their concerns in the community and what did they want to do with them. What were the real solutions to the problems they saw? We had kids from gangs who came and talked about their problems with the police. This pre-dated the Rodney King verdict, the first one, and before that even happened, we sat down with these kids and said: Would you advise our police department? What would be projects that you could do that would make a difference in police-youth relations?

Well, they thought they would take over the police academy and train the police more appropriately. We suggested that maybe there would be other projects, and so we got them to produce a video that is going to be used in the training academy for police, and they worked with police on this video and on handbooks. And it has improved the relations.

We have had youth summits where we train high school youth to work with their peers, high school students work with their peers, with middle school and elementary school kids to identify issues of concern and proposed solutions.

It is interesting that throughout the city of Seattle and all neighborhoods big dogs are a big concern for 5-year-olds. They are working to solve that problem. It empowers them to make a change in their community.

So this is important that we enact this legislation, but we also need to expand the numbers. We must expand them to meet all the unmet needs in our classrooms, day-cares, senior-cares, AIDS hospices, food banks, and community police teams. We need these volunteers, stipended, paid, and unpaid volunteers.

We also need to expand the age range because unless we engage 5-year-olds and 8-year-olds, they will not enter public service and community service at 18 if service was unknown to them at an earlier age and apparently undervalued by the rest of us. Also, by 18 the handwriting on the wall is sometimes already graffiti.

So I really look forward to working on this because the corporate community talked about the partnership that we will create. Local government wants to also be a partnership to make sure that those projects are meaningful, as the Reverend Malloy has talked about, and relevant to the communities that they serve, as Senator Wellstone has talked about.

Thank you.

[The prepared statement of Ms. Donaldson follows:]

PREPARED STATEMENT OF SUE DONALDSON

Senator Wolford, Honorable Senators, members of the committee: My name is Sue Donaldson. I am a councilmember with the city of Seattle.

Thank you for the opportunity to address you today in support of the National Service Trust Act of 1993.

Senator Wofford, through your work on the Peace Corps, you know first hand the value of service in building communities, in strengthening individual commitment, and in providing hope.

It is time that we brought these same ideals home to our urban, as well as rural, environments. The time has come for a new domestic Peace Corps.

It is critical that this bill be passed now.

In urban America, in cities like my own Seattle, we have seen the handwriting on the wall—and it is graffiti—the hip-hop graffiti that reflects the alienation of many of our youth. And the handwriting will continue to graffiti as long as we fail to engage our youth in a sense of belonging and a sense of participating in this democracy.

Community service, represented by this bill, is a proven vehicle for engaging youth. As Marion Wright Edelman, founder of the Children's Defense Fund stated recently:

"The days of thinking about service as something to occupy the time just of middle-class youths in suburbs have passed. Indeed, poor and minority youths may profit the most from service activities and give the most in return if we provide the resources in low-income communities to create opportunities, and if we remove the barriers that sometimes keep them from participating in these programs."

In Seattle, we have seen that participation in community service can provide youth with hope, trust, and leadership opportunities, particularly for youth not traditionally involved in the community. Let me give you some examples:

Hope. When I think of hope for youth, I think of an environmental project—the rebuilding of an urban creek in the summer of 1991 by several middle-school students. For these youth, school had not been a priority. In fact, at the time, it seemed doubtful that they would stay in school and stay out of trouble. After six weeks of hard work rebuilding the creek so that salmon would perhaps use it again to spawn, these young men had built not only a stream but hope and pride in themselves.

Trust. In February 1992, at Youth Involvement Day, we asked youth from ages 5 to 18 to identity issues that they cared about and to develop solutions to the problems identified. While this predated the first Rodney King verdict by several months, many youth cited concerns with police relations in the inner city as their highest priority. They had had encounters with some police that resulted in feelings of frustration and rage. Working with over 300 youth, many past and present gang members, the Youth Involvement Network coordinated the first in a series of youth/police forums.

The youth and police identified barriers in youth/police relations and began breaking down these barriers by working together on service projects. Some of these projects included community forums with police and elected officials, creating Youth Advisory Boards at every police precinct, and developing a youth/police video and handbook.

These are not the youth who traditionally participate in "community services" activities. For example, the East Police Precinct Youth Advisory Board is comprised primarily of street youth—youth who rarely settle long enough to seek permanent shelter. However, these youth are working with the Seattle police to develop new policies with regard to runaways.

lLeadership opportunities. Pride, empowerment and leadership skills are important by-products of community service. Through our Youth Involvement Network, older teens are being trained and training each other to work with elementary and middle-school youth to identify issues of concern and to develop service projects which respond to the identified concern. The key here is having individuals identify issues of priority and concern and empowering them to develop solutions which they can implement through service.

The National Service Trust Act of 1993 represents an important first step. But I hope that once this program is established, we can expand the numbers of youth involved and expand the age-range of youth involved.

We must expand the numbers to begin to meet the unmet educational, environmental, human and public safety needs which exist throughout America today—in our classrooms, daycares, seniorcares, AIDS hospices, food banks and community police teams.

We must expand the age-range to recognize that every individual, regardless of how young or old has something significant to offer our communities. Also, we must recognize that we can't expect young people to suddenly engage in community service at age 18 if, in their early years, service was unknown to them and undervalued by the rest of us. At 18, the handwriting on the wall may already have become graffiti.

Again, thank you for your consideration of this bill. It is an important and critical first step in rebuilding our commitment to our youth. As an elected official, I look forward to working with you on the implementation of the various programs.

Together, we can build communities across America in which every individual is empowered to make a positive contribution. Together, we can change the handwriting on the wall from graffiti to poetry which reflects a sense of community.

I would be glad to answer any questions, particularly about the variety of Seattle youth service programs.

Thank you.

Senator WOFFORD. Thank you.

Kenneth Bailey, a COOL Road Scholar, spelled R-o-a-d, Scholar. I wanted to be that other kind of Rhodes scholar, and I didn't get it. But you are showing me that I can still be a Road Scholar by hitting the roads of Pennsylvania and elsewhere. You are from St.

Louis, MO. You got your B.A. from the University of Missouri. You are a Road Scholar of the Campus Outreach Opportunity League. You travel around the country implementing and encouraging university-based service and action programs, and you are representing your associates of the Campus Outreach Opportunity League, COOL, today. Cool or warm or hot, we are glad to hear from you as our last participant.

Mr. BAILEY. Thank you for giving me the chance and the privilege to testify on behalf of the National Service Trust Act of 1993. As a young person who has dedicated my life to community empowerment and sustainable development, I know that this piece of legislation will offer people from all walks of life an opportunity to become involved in community development. In my city, St. Louis, I have friends who want to be involved in community service and community involvement, but who also need to survive. The National Service Trust Act supplies a vehicle for people to work with communities and community-based organizations to tap the resources that community members and college students have to offer and still support themselves financially.

When you worked with Mr. Shriver during the Kennedy administration to put together the Peace Corps, that work of putting that together, I understand the significance of community service. However, without the stipend that can be allowed through this program, good intentions and a big heart won't pay the bills. The Peace Corps allowed people who wanted to work on international issues a chance to do so. It is now time for bringing the concept of the Peace Corps home so that people from their own neighborhoods can work on their own community problems or their own community issues.

As a Road Scholar with Campus Outreach Opportunity League, I have traveled the Northeast section of the United States, and I have seen proactive effective campus organizations work with community-based organizations on forming partnerships to empower communities.

In New York City, there is a program out of Columbia University where business students work directly with community development corporations in doing assessments of East Harlem and how to better organize or better develop communities in East Harlem through their community development corporations. And young people also benefit from some of the programs that they have done because they give young people a chance to work with business students as mentors and learn the process of writing business plans and business development.

There is also a program in Chicago through the University of Chicago where college students have worked with the community-based organizations in Chicago to ensure equitable economic development of neighborhoods.

In my travels, I have also seen enthusiasm and cutting-edge ideas in community problem solving. The National Service Trust Act will offer many students with these ideas a chance to find out how to implement these ideas, work more cohesively with communities, and to become more connected to what our country is facing.

The actual numbers of people who support community involvement are huge. The Campus Outreach Opportunity League has

3,000 schools in their data base of colleges and universities, and we are just one organization. Also include the different corps around the country, such as those represented by the National Association of Service and Conservation Corps, including those mentioned earlier in Senator Wofford's PennSERVE. COOL has been around for 10 years and has seen the impact that students have had in working with communities. Passing the National Service Trust Act will allow more students to work with communities and create opportunities for other people to afford college, job training, or housing.

There are 1,500 members also in the Young People for National Service, and those numbers are still growing. The reason for this growth is because people want to see a change in our Nation and are willing to work for it. It is also my understanding that the White House has received over 6,000 letters from young people wanting to participate in this program since the President talked about this program at Rutgers University a few months ago. Pass the act and begin to look for exponential growth in community involvement.

Again, thank you for the privilege to testify, and I am willing to answer any questions you may have.

[The prepared statement of Mr. Bailey follows:]

PREPARED STATEMENT OF KENNETH BAILEY

Senator Wofford and other members of the Senate Labor and Human Resources Committee, thank you for offering me the privilege to testify on behalf of the National Service Trust Act of 93. As a young person who has dedicated my life to community empowerment and sustainable development, this piece of legislation will offer people, from all walks of life, an opportunity to become involved in community development. In my city St. Louis, I have friends who want to work with communities and community based organizations but who also need to survive. The National Service Trust Act supplies a vehicle for people to work with communities and for communities to tap the resources that community members, college students and colleges and universities have to offer and still support themselves.

When Senator Wofford worked with Sargent Shriver during the Kennedy administration putting together the Peace Corps they understood then, as they do now, that people WANT to serve their community and their country, but good intentions and a big heart do not pay the bills. The Peace Corps allowed people who wanted to work on international issues a chance to do so. It is now time to bring the concept of the Peace Corps home to another generation that is ready to work for a better tomorrow. The National Service Trust Act provides a similar, and equally valuable vehicle for those people interested in working on local issues in their own neighborhoods.

As a Road Scholar for Campus Outreach Opportunity League, I travel across the Northeast section of the United States working with college organizations, community based organizations and youth corps on how to effectively utilize each other as resources. I have seen the results of proactive effective campus based community service programs form partnerships with community based organizations to empower communities. In New York City, there is a program out of Columbia University business school that supplies technical assistance to small businesses and community development corporations in East Harlem. These business students also have created a summer program for teens interested in small business development to focus on learning the skills and techniques to put together a business plan and eventually start a business. In Chicago students at the University of Chicago have started a community service organization that works with community development organizations and tenant management corporations to ensure equitable economic development of neighborhoods.

In my travels I have also seen enthusiasm, and cutting edge ideas in community problem solving. The National Service Trust Act will offer many students with these ideas a chance to find out how to implement ideas, work more cohesively with communities and to become more connected to what our country is facing.

The actual numbers of people who support community involvement are huge. The Campus Outreach Opportunity League has 3,000 schools in their database of colleges and universities and we are just one organization. Also include the different corps around the country, such as those represented by the National Association of Service and Conservation Corps, including those mentioned earlier in Senator Wofford's PennSERVE. COOL has been around for 10 years and has seen the impact that students have had in working with communities. Passing the National Community Service Trust Act will allow more students to work with communities and create opportunities for other people to afford college, job training, or housing.

There are 1,500 members in Young People for National Service and those numbers are still growing. The reason for this growth is because people want to see a change in our nation and are willing to work for it! It is also my understanding that the White House has received over 6,000 letters from young people wanting to participate in this program since the President talked about it at Rutgers University a few months ago. Pass the act and begin to look for exponential growth in community involvement.

Senator WOFFORD. Let me press a question or two about exponential growth. One of the things that happened before there was any such bill was that City Year, for example, collected money from corporations and got started. It was real hard work, but they did it, all on private sector money, and now some public money is being put behind that kind of an effort.

Would you expect if this bill passes that the campuses you visited and COOL itself would rise to the occasion and organize new programs that would utilize young people through this program? This is also to Father Malloy, whether the network that Notre Dame already has might be expected to organize new thrusts of full-time service through this Act or the City Council in Seattle.

Kenneth first, and then Father Malloy.

Mr. BAILEY. We at Campus Outreach Opportunity League are already in place to facilitate the process of the exponential growth that will potentially happen because of the passing of the Act. I as a Road Scholar and a trainer and a consultant, I do management consulting with college organizations on how to effectively work with community-based organizations to empower communities.

What we do is we go to different campuses and train. So in training college organizations on how to effectively work with community-based organizations, any—I guess what I am trying to say to you is any flux that will happen as far as the Act being passed, there will be people who are already trained on how to handle the situation. I personally am trained on how to train people to work with communities, and I know other people like myself—there are six of us who train people to work with community service organizations. Then as public allies, they do extensive training on how to help people work with community service and how to help people become involved in communities. City Year does extensive training, and the training component is crucial in developing students and community members on how to effectively work with community-based organizations and communities.

Senator WOFFORD. I think the cadre of leadership for this is going to be absolutely crucial, because you could take a beautiful sounding idea and call something community service or national service, and if it wasn't well led, well structured, the principles and practices weren't right, it could be terrible. You know, a rose by any name smells the same, and if it was sort of more of the same old kind of stuff in which young people are being served rather than being asked to serve, a top-down welfare approach, if it was more of that, just calling it community service doesn't do any good. So the leadership that has that vision is so crucial.

Father Malloy.

Reverend **MALLOY**. I think one of the things we have discovered in higher education is that no matter how well you might think you are doing on your home campus, there is a huge amount to be learned from sharing experience and working collaboratively with other institutions. So more and more, in Campus Compact, for example, things are being done at the State level, and institutions that have been reluctant or have not had the base in place are starting to be encouraged in, and then that sort of thing happens at the national level.

One of the hats I have worn is at the national effort against drugs, and we have found that when you mobilize a community relative to one issue, that same corps of people is available and interested and know each other for a whole bunch of other issues. A good example is when the hurricane hit in South Dade County, the people who rushed in there had been involved, many of them, in the Anti-Drug Coalition of Miami, in Dade County itself, because they knew each other and trusted each other and it was across boundaries. I think that is the sort of thing that colleges and universities are particularly able to provide, a kind of intellectual, administrative, management component, some good experiences and good communication skills, and then good things are going to happen from that.

Ms. **DONALDSON**. If I could add, I also think the times are going to drive this into meaningful work. You are asking is it going to be business as usual. I think we as public officials are going to say we need that work done in our parks and in our libraries and in our day care centers, and we need volunteers to do it, so we are going to be looking for meaningful work to be done because we desperately need to create solutions. So I think the need is going to help us stay on task and stay focused, that this is not make-work, because there are very important jobs to be done, and what we have to figure out are the barriers to involving youth who traditionally have not been involved in dealing with these issues. So it is really an opportunity to say that we have this great resources, and we haven't used it in the past—we have under-utilized it—and figure out how to do it in a new way.

Mr. **BAILEY**. I would also like to add something else. With involvement being driven by community-based organizations and communities themselves, students and community members will be used as resources, so community-based organizations and organized communities will be galvanizing students and placing students in a way that will be benefit the community.

So I guess the influx of students that you may be concerned with, with exponential growth, will be absorbed by communities that are organized to actually use college students and volunteers as resources. So community-based organizations and community organizers will galvanize communities to actually use those resources in the most effective way.

Senator **WOFFORD**. You will see when you read General Schwarzkopf's statement that he argues for compulsory universal service, either military or civilian, and nowadays, it would mostly be civilian. There are going to be 100,000 less opportunities for young people in the military in a couple of years than there were a few years ago. Young people, many of them coming out of the cities and inner cities, won't have the military opportunities that they have had.

But he would have universal service so that the "ask" that I quoted had a compulsory quality to it. My concern about that has always been that if we moved to make it universal—and I can see a case for community service being a way that you learn citizenship, a part of education, and that we require people to go to school until age 16—but I don't know how you could be at all sure you could do it well if you moved that way and that fast, even if you were willing to make it compulsory.

The other side of that, though, that I think this hearing today has thrown some light on, is Senator Wellstone's concern that we are starting too small. You have given some encouragement with your thoughts on exponential growth, Ken Bailey, that if we start on the level of 25,000 and are prepared over a few years to move up to 150,000, year by year, if it works, the growth will come if it works. And it is going to be market-driven. We are proposing a one-year big step. I think it is about the right size and about the right strategy. I want to get hundreds of thousands, as the President has said, or one million, as we used to think about as the real ferment that would change a whole generation if one out of three young people or thereabouts were engaged in this kind of service. But I am prepared to see it grow according to how the city council of Seattle, and the corporate sector of the cities of this country, and the universities, and taxpayers measure it after they see whether young people engaged this way are really meeting vital community needs in a cost-effective way. If they find that, this program is going to grow; if they don't, then some of us were wrong.

Father Malloy.

Reverend MALLOY. I agree. I can't tell you how enthusiastic I am about this notion and the role that you played and many members of this committee, in terms of the evolution of possible forums at the national level. I wish this included all 2 million people who are participating in higher education today. I prefer a carrot rather than a stick, myself. I don't incline toward making things mandatory, but I think if it is a successful program or series of programs, that one person will tell another, and the impact on this country is going to be dramatic. And if we don't have sources of hope and optimism in the face of the kinds of things that Edward James Olmos spoke about in terms of the devastating toll on the cities—but not just in the cities, I might add—then we are going to be in just terrible shape.

So I think this is a step in the right direction, and I come to it personally very enthusiastic, and all of us in higher education are.

Senator WOFFORD. He talked about the toll on the soul, and I am not going to forget that or the other things said today.

To end my remarks, anyway, on the most optimistic note, a measure of success of this program for me would be that if Congress has only given enough money for the educational vouchers and the minimum expense stipends for 25,000, or 100,000 in a few years, the real measure of success would be a community or a region that had 10,000 young people ready to work and only 1,000 possible opportunities through the national service program, and that that community would set about raising the funds, finding the ways and means to do it.

Father Malloy has heard me point to several pools of support that are right there. One is the work-study money that goes to campuses, most of which is now used on-campus, contrary to the original vision that these would be jobs out serving the community. The other is the youth jobs program of the Job Training Partnership Act, which I once administered. In Pennsylvania, we have been pushing and pushing to get more and more of that money devoted to youth corps, because they prove themselves more effective than the kind of make-work, divvy-up social agency jobs to young people for a work experience. Those are public funds.

But I think the leverage of this program, if it works, is going to produce—my keynote, obviously, of the hour—exponential growth, and I hope it will be good for the soul of America.

Mr. BAILEY. I also wanted to add one more point.

Senator WOFFORD. Last words.

Mr. BAILEY. I thought about something that Senator Wellstone said, when he asked the question about how can we ensure that people who are active in national service actually begin to address the systemic and structural forces that perpetuate the need for service itself. I think that through training, a very critical part of training is a reflection component that has volunteers or people who are involved in community service think about what they have done and how they have really impacted the actual issue, and actually sit down and think about what are the systemic and structural forces that perpetuate the need for service, and how can we begin to change those. And I think that one of the most critical parts of seeing that happen in communities is for community members themselves to get together and to have community members themselves become active in national service through their own communities, working in their own communities, trying to figure out what systemic and structural forces place communities in positions that they are in, and how can we begin to change those, and how can we bring diverse groups together to work on changing issues in communities, and what will their roles be.

Senator WOFFORD. I guess I do want to put one more question to Father Malloy, at least, and one more point. It seems to me that citizenship, good, active citizenship, is obviously a subject that you learn best by doing. As Franco Harris put to us, you don't learn football by lectures; you learn it by playing the game.

If we are thinking about making a requirement of service, it seems to me that the place where it ought to be done is in our school system as part of learning citizenship. A lot of high schools are in fact doing it in Pennsylvania and elsewhere, and Maryland has a requirement statewide that Robert Kennedy's daughter is administering in part.

Some law schools are now requiring service in legal issues as a requirement of graduation. Have you considered at Notre Dame, for example, the idea of service as a requirement, and is this a frontier that we should expect some additional motion on as part of a general move toward national service?

Reverend **MALLOY**. I think the notion of service is broad in the way that a university or any institution should look at it. I think the kinds of things that are incorporated in the bill are tremendous areas of initiative. But we have other people who, for example, come to Washington in the summer as part of their academic training. We have people doing internships, including people on the Hill. When they come back, I think it opens up a whole set of possibilities. It is not the same kind of service that is envisaged here, but I think it is related to that—the kinds of things that a city council would be involved in and the way they can engage members in their community in appreciating the role of various Government structures in the common life.

Maybe Ms. Donaldson would have some things to say about that, but I think we need to keep probing the broadest possible way of understanding what service entails.

Ms. **DONALDSON**. Our school systems also looked at the idea of mandatory service. But I guess I would go back to what Reverend Malloy said at the beginning, about the carrot rather than the stick. I think if you start early enough, talking about service and making it available in meaningful ways—like we have talked to 5-year-olds about what are the issues that concern you, and what do you want to do about them, and kids develop service projects that respond to the issues that they identify. Sure, at 5 years old, it is big dogs, but at 10 years old, it is school governance, it is city governance, and then they are ready to step into a volunteer role at 18 and 19 and 22.

So I think that if we as a society start talking about and creating an ethic of service, then this all flows in a carrot fashion rather than a stick fashion. I have to say as a public official, but probably more accurately as a mother, that I think things work much better, and people will want to do them, if they feel there is a value and meaning in what they are going to do, then it is done, and it is done in a fuller fashion.

So I think we should keep working on the carrots and leave the sticks for another time.

Senator **WOFFORD**. Well, I am ready to close on the proposition that we are in a probe to explore and expand the concept of service in its widest sense, from imagining the pincers movement of the old and the young that was talked about earlier, to sensing as a scheme of life that we spend a major part of our lives in jobs, in careers, that we spend 12, 16, 20 years of our lives in classrooms, schooling and jobs, and that there is a much smaller circle that we are also in that overlaps, which is service, and we are exploring how that circle of service can not only pervade schooling and jobs, but be a larger dimension in our lives, and the expansion of that, pushing that circle, is I think part of what this Act is about and what all of you have been about by your actions and your words today.

Thank you very much.

Yes, Father Malloy.

Reverend **MALLOY**. If you don't mind, you were there, so I would like to put into the record if I could the speech that then candidate Clinton gave at Notre Dame with regard to service in September 1992.

Senator WOFFORD. It will be done.

Reverend MALLOY. Thank you.

[The document referred to follows:]

DEMOCRATIC PRESIDENTIAL CANDIDATE GOV. BILL CLINTON'S ADDRESS AT THE UNIVERSITY OF NOTRE DAME

SOUTH BEND, IN—SEPTEMBER 11, 1992

GOVERNOR BILL CLINTON: Thank you very much. I know that-- (Chants from crowd.)

Thank you. Ladies and gentlemen, we know that in this room at least our supporters can win the cheering contest.

(Cheers and applause.)

I would hope that in this great university we could also prevail in the civility contest.

(Cheers and applause.)

I hope if my opponent or his running mate shows up at this great university during this campaign that you will go there and quietly express your support for me, but I will hope you will let them speak and have their say.

(Cheers and applause.)

I want to say a special word of thanks to all those who have come here to be with me today, to Governor and Mrs. Bayh, who are good friends of Hillary's and mine; to Mayor Flynn. Father Malloy was entire too modest. He did not tell you that he and Mayor Flynn were great college basketball players together. Mayor Flynn played at Providence, another good Catholic university. And Mayor Flynn is still a great athlete. Al Gore went out jogging with him the other day and he called me out of breath saying that the mayor had made him run for 95 minutes in the city of Boston.

(Applause)

I want to thank Mayor Kernan and Congressman Roemer for being here. I also want to note the presence in the audience of Congresswoman Jill Long and Congressman Jim Jontz. They are both here.

(Applause)

You have so many young people in politics here that it makes me feel like I am clearly in the tradition of Cicero, who said that of one thing he was certain—old age begins at 46. I want to thank my good friend, Senator Wofford for coming and all the others who are here. And I want to thank Father Malloy and the Notre Dame family for giving me the opportunity to come here to help Notre Dame celebrate its 150th birthday.

I know it's traditional for presidential candidates to stand up and tell you that they sprang from humble beginnings, even if they were born in log cabins they built themselves. But today I would like to turn that around, for Notre Dame literally sprang from humble beginnings, from a log cabin 150 years ago when Father Edward Soren took over a log cabin on the snow covered lake shore and dared to call it a university.

He came from France but it must have been something out of the American ground that gave him the inspiration to dream dreams so that thousands upon thousands of young people could share his vision. Out of the vision came on of the greatest universities of this nation, in service to its students, to country and to God.

I'm especially proud to be here with those of you who participate in the center for the homeless, those who have participated in the alumni service projects, those who have participated in the center for social concerns. Service is–

(Applause)

–truly a way of life here at Notre Dame. I'm proud to be here because of the national leadership exhibited by the Notre Dame family. Your former president, Father Hesberg, served with Hillary, my wife, on the Grant Commissions–Grant Foundations Commission–on the American family, work and citizenship. And they dealt with issues which have deeply concerned all of us for many years. Father Hesberg and Hillary and the other commissioners issued a highly acclaimed report, entitled, "Youth in America's Future–the Forgotten Half," which I believe detailed for the first time the sharp decline in earnings among young people with no education after high school and laid out a practical agenda to offer them hope, an agenda which is now deeply embedded in my presidential campaign.

A former Notre Dame law professor, Harris Wofford, here on this platform is now a United States senator from Pennsylvania. In the best tradition of Catholic social responsibility, he is leading the fight for health care for all Americans, worked for those without it, and national service for young people.

(Applause, cheering)

Your football coach, Lou Holtz, spent a lot of years at Arkansas before he came here.

(Applause, cheering)

I want to tell you a story about that. In his first season he took our team to the Orange Bowl against what was then the number one ranking what was then the number one ranked team in America. But shortly before the game, he suspended three of the team's leading offensive players for serious misconduct. He was attacked and pilloried in the press. He was even sued. And as a young attorney general, it became my duty to defend him. Against overwhelming odds--

(Applause, cheering)

Against overwhelming odds, Arkansas won the football game, but more important, Lou Holtz taught our state that high standards and values come before victory on the playing field.

(Applause)

I'm also proud to be here because I have personally benefitted from Catholic education and from state's tradition of religious tolerance. In 1928 Governor Al Smith of New York, the first Catholic to be nominated for president, picked as his running mate Senator Joe T. Robinson from Arkansas. They lost the election to Herbert Hoover and in part, to anti-Catholic prejudice. But they carried my home state.

In 1960, John Kennedy was the first Catholic to be elected president.

(Applause, cheering)

And many Americans, especially in my part of the country said that no Catholic should be elected president because of their views. But John Kennedy carried Arkansas.

(Applause)

If elected, I will be the first president to graduate from a Catholic college, Georgetown University.

(Applause)

And long before that, I learned a lot about learning life in the second and third grades at St. John's School in Hot Springs, Arkansas.

On a hot summer afternoon, 29 summers ago, I met President Kennedy in the Rose Garden of the White House as a 16 year old delegate to America Legion Boy's Nation. That afternoon turned me toward public service. After President Kennedy was killed, another Southerner, Lyndon Johnson, succeeded to the presidency with the promise to enact John Kennedy's program to get America moving again, and to bring America together.

Because I wanted to be in public service, watch the Great Society unfold, and get a first class education, I enrolled in Georgetown University, the nation's oldest Jesuit college. I wondered when I went there whether I would be out of place, a Souther Baptist who had rarely been far from home. Thankfully, both the students and the faculty there held to the scriptural commandment to befriend the stranger in their midst. And together, we found much common ground that Baptists and

Catholics could walk together. And in the end, I felt completely at home in the Catholic tradition of Georgetown.

I was then, and I remain today, deeply drawn to the Catholic social mission, to the idea that, as President Kennedy said, here on earth God's work must truly be our own. I have seen it in the work that Catholic politicians like Mayor Flynn of Boston, and Senator Wofford, whom I admire, have done.

I love the Catholic understanding of history and tradition, and how they shape us in our lives. And I love all the vigorous arguments. How I love those arguments.

(Cheers and applause.)

I know that all of you here at Notre Dame will take from this wonderful place those same blessings, good friends, great and caring teachers, a strong sense of your place in history and your mission in the world, and a devotion to a lifetime of learning through honest debates and open, inquiring minds.

Both Baptists and Catholics in different ways are rooted in the spiritual richness of America's working people —

people who know the pain of poverty and the bite of discrimination, people for whom life is a daily struggle in which they must sweat and sacrifice for themselves and their families, for whom life is made worthwhile not only through hard work and self-reliance but through opening their hearts to God and their hands to their neighbors.

Each of our faiths teaches that nobody makes it alone. Ben Franklin once said, we'll hang together or assuredly we'll hang separately. That is the heart of the Judeo-Christian understanding of what it means to be a member of the human society. Rabbi Hillel said 2,000 years ago, if I am not for myself, who will be for me. If I am only for myself, who am I?

Today America has wandered far from the lessons of our faiths and our history. Most people are working harder for less money. We are becoming a nation of greater poverty and much, much greater economic inequality. And that is straining the ties that bind us.

Today I want to talk about the America I see and seek, but most of all, about the values behind that vision of America. I want an America that values the freedom and the dignity of the individual. All of us must respect the reflection of God's image in every man and woman and so we must value their freedom, not just their political freedom, but their freedom of conscience in matters of family and philosophy and faith.

(Applause, cheering)

I am grateful that I was born in a country where my faith can be powerful because it is a voluntary offering of a free and joyous spirit. As that great American Baptist, Roger Williams, understood so well, without the freedom to say no, the word "yes" is meaningless.

(Applause)

Here in our country more people believe in God, more people go to church or temples and more people put religion at the center of their lives than in any other advanced society on Earth. And that is a tribute to the genius and the courage of the American experiment that our government can be the protector of the freedom of every faith because it is the exclusive property of none.

(Applause)

That is the promise of the First Amendment's guarantees of freedom of religion and separation of church and state, guarantees that–

(Applause)

–guarantees that my southern Baptist church traditionally has supported strongly. Our freedom of conscience depends upon mutual respect. Each of us must never forget that as John Kennedy reminded the Baptist ministers in Houston in 1960, when intolerance is turned loose, and I quote, "today I may be the victim, but tomorrow it may be you."

(Applause)

Until the whole fabric of our harmonious society is ripped, President Kennedy was right. To preserve our social fabric, we must always appreciate the wonderful diversity of the American tapestry. That is why like so many Americans I have been appalled to hear the voices of intolerance raised in recent weeks–voices that have proclaimed that some families aren't real families, that some Americans aren't–

(Applause, cheering)

That some Americans aren't real Americans, and one even said that what this country needs is a quote, "religious war." Well, America does not need a religious war. It needs a reaffirmation of the values that for most of us are rooted in our religious faith.

(Applause)

Like most Americans, I go to church on Sunday, and until I lost my voice early in this campaign, I sang in my choir. My faith is a source of pride to me, but far, far more important, it is a source of humility, because it teaches that none of us is a stranger to sin and to weakness. It is a source of hope because it teaches that each of us is capable of redemption. And it is a source of challenge because it teaches that we must all strive to live according to our beliefs.

We all have the right to wear our religion on our sleeves but we should also hold it in our hearts and live it in our lives.

(Applause)

And if we are to truly practice what we preach, then Americans of every faith and viewpoint should look for ways to come together to promote the common good. That requires a much greater respect for honest diversity than we are hearing today.

It wasn't so long ago that some American voices suggested that Catholics weren't real Americans and invited the equivalent of religious wars against them. As Maurio Cuomo said in his brilliant speech here at Notre Dame in 1984, "I protect my right to be a Catholic by preserving your right to believe as Jew, a Protestant or a non-believer, or anything else you choose."

(Applause, cheering)

We know Governor Cuomo said that the price of seeking to force our beliefs on others is that they might someday force theirs on us. This freedom is the fundamental strength in our unique experiment in government.

I want an America with those convictions to have a renewed sense of community, an America that is coming together, not coming apart. I want to bring back the American spirit that says we're all in this together, and we're going to rise or fall together. It is that spirit--

(Applause)

It is that spirit that built America from the barn raisings on the old frontier to the immigrant mutual aid societies in the great society, to the churches that have helped generations of African Americans make a way out of no way.

It is a spirit that draws upon our Judeo-Christian tradition. Everything in the Old Testament concerns not isolated individuals, but a people, a community. The books of law govern them. The books of history recounted their wanderings, their troubles and their triumphs. And the prophets are the great poetic voice that recalled them again and again to the meaning of the people of God.

In the Christian tradition, that emphasis on community continues, since the Acts, the gospels and the epistles all come from early Christian communities, and recount to us their problems, their failures, their strengths, but, above all, their unity.

Echoing down the ages is the simple but powerful truth that no grace of God was ever given me for me alone. To the terrible question of Cain–am I my brother's keeper?–the only possible answer for us is God's thunderous yes.

(Applause)

As I've traveled across this country, I've spoken with people whose daily experience testifies that a new sense of community is not just a moral imperative, but a practical necessity. People whose lives have been broken, even though they are doing the best that they can. And these people live everywhere. Crime and drugs are hitting our suburbs as well as our cities. Layoffs are hitting middle managers as well as assembly workers, and corporate bottom lines are suffering because our children's test scores are declining.

We are learning anew the wisdom of Martin Luther King who wrote in his letter from the Birmingham Jail, "We are caught in an inescapable network of mutuality, tied to a single garment of destiny. Injustice anywhere is a threat to justice everywhere."

(Applause)

When I think of how I want to help change America during the next four years, I want, most of all, to restore the link between rights and responsibilities, between opportunities and obligations. The social contract that defines what we owe to one another, to our communities and to our country, as well as what we are entitled to for ourselves.

The American community should speak in a clear and certain voice that some things are wrong. On any day, at any time, in any place violence is wrong, bigotry is wrong, abandoning children is wrong. But our religious traditions teach of more than thou-shalt-nots. In our role as citizens, we should not see ourselves only as our brothers' and sisters' keepers, but also as our brothers' and sisters' helpers.

If we truly believe, as almost everyone says, no matter what they believe on certain issues, that children are God's most precious creation, then surely we owe every child born in the United States the opportunity to make the most of his or her God-given potential.

(Cheers and applause, and chants of "We Want Bill.")

I want an America that offers every child a healthy start in life, decent schooling, a chance to go to college or job training worthy of the name.

(Applause)

Not only because that's essential for our common economic success, but because providing opportunities is how we fulfill our obligations to each other and the moral principles we honor.

(Applause)

Any community worthy of the name would do more than just tell its young people to say no to crime and drugs. It would give them something to say yes to.

(Applause)

The opportunity for education and jobs and the sense of connectedness to society. Yes, we must insist that parents do right by their children, and that young people do right by their communities. But our American community must also do right by them, by offering them the opportunities that support families and children--

(Cheers and applause.)

--to do a good job with the lives they have.

(Cheers and applause.)

We must move beyond the false choice between individual and social responsibility, because now more than ever we need both.

If I could select a watchword for America, it would be the title of the recent pastoral letter of the National Conference of Catholic Bishops, "Putting Children and Families First."

(Applause)

In the letter they offer the counsel of common sense and common decency, and I quote: no government can love a child, and no policy can substitute for a family's care. But government can either support or undermine families. There has been an unfortunate, unnecessary and unreal polarization and discussions in how best to help families.

(Applause)

The undeniable fact, the letter says, is that our children's future is shaped both by the values of their parents and the policies of our nation.

(Applause)

I want an America that does more than talk about family values. I want an America that values families.

(Cheers and applause.)

I want an America that values families by recognizing that parents have the right to take time off from their jobs when a baby's born or someone's sick--

(Applause, cheering)

An America that values families by freeing fathers and mothers from the fear that they won't be able to take a sick child to the doctor.

(Applause)

An America that values families by helping every parent enjoy the dignity of a job that puts bread on the table, buys shoes for the children and holds the household together in mutual support.

(Applause)

An America that honors and rewards work and family not just in words but in deeds.

I want to see us share the values expressed in the bishop's pastoral letter on the economy, that every institution and every economic decision in our society must be judged by whether it protects or undermines the dignity of the person. And for everyone who can work, human dignity is first and foremost the opportunity and the obligation to support oneself and to contribute to society.

(Applause)

When I talk about training workers today for jobs of tomorrow, when I talk about helping people move from welfare rolls to payrolls, when I talk about rebuilding America, I'm not just talking about economic policies. I'm talking about our moral obligation to help every one of our brothers and sisters enjoy the dignity of useful and productive working lives.

(Applause)

And if there is a dignity in all work, there must be dignity for every worker. We've got to make sure that no one who works a full week and who has children at home is condemned to a life of poverty. We've got to make sure that our families are assured a real family wage. If people work and have children, surely we should lift them above the poverty line.

(Applause, cheering)

I want to lead an America that fulfills its obligations to the future by upholding the traditional value of stewardship over the Earth.

(Applause)

When I was growing up, we were taught that soils and streams were not ours to waste, but a gift from God that simply hold in trust for generations yet to be born. And I selected Al Gore for vice president for many reasons, but one was his understanding of this.

(Applause, cheering)

His understanding of the obligations of this stewardship stated so eloquently in his book, "Earth in the Balance." We must be our planet's caretaker.

(Applause)

Finally, I want an America where service is a way of life, as it is here at Notre Dame. I want Americans to learn in their own way the lesson that you've learned from Catholic social teaching, that our individual rights flow from our essential dignity as creatures of God, but that each of us reaches our fullness as human beings by being of service to our fellow men and women. Any of us who have traveled this land have seen these teachings embodied in Catholic social programs. I think of schools where young people are called not only to academic achievement but to volunteer work in hospitals and nursing homes, tutoring programs and homeless shelters, as a fundamental component of education.

I have in mind--

(Applause)

--parishes where family values are not simply evoked by actively guided and supported, where young people are offered preparation for opportunities for adoption and sensitive counsel on how best to fulfill their parental duties as their children's first teachers.

(Applause)

And I see the work of Catholic relief services, the Campaign for Human Development, the National Catholic Rural (inaudible) conference and so many other agencies, all deeply rooted in community service. Talking about service, here at Notre Dame is the classic case of preaching to the choir. Your center for the homeless, your alumni summer service projects, your Center for Social Concerns--shining examples of the spirit of service that I want to see in every college and every high school and every community all across America.

(Applause)

I want an America where every young person and every not so young person understands what Marian Wright Edelman, the president of the Children's Defense Fund tries to teach us when she says, service is the rent we pay for living.

(Applause)

Throughout this campaign I've talked about my plan to open the doors of college to every American.

(Applause)

To offer every person in this country the opportunity to borrow the money to go to college and then require them to pay it back either as a small percentage of their paychecks after they go to work or even better, by going back home and serving their communities.

(Applause, cheering)

And frankly, I'd much rather see everyone whether they're rich or poor or middle class pay back that debt by going home and working for two years in a peace corps here in America, to rebuild America. Just think of it. Think of it.

(Applause)

Millions of energetic young men and women serving their country by teaching the children, policing the streets, caring for the sick, working with the elderly or people with disabilities, building homes for the homeless, helping children to stay off drugs and out of gangs--giving us all a new sense of hope and real limitless possibilities.

(Applause, cheering)

I've offered this plan to help more young people go to college but I've also offered it because I want America to send a message that our society values and honors service to community, just as Harry Truman's GI bill honored the service of my father's generation, who fought and won World War II, just as the Peace Corps, which President Kennedy created with the help of your former president, Father Hesberg and Senator Wofford, sent that message to my generation. Just as millions of Americans from all backgrounds and every walk of life are waiting for a summons to service and to citizenship, not just for young people that are going on to college but for young people in our high schools and people of all ages who want to do something for their communities and for their country.

And I would just give you two examples of the kind of thing that I hope will become a hallmark of America in the next few years. Recently I took a trip to Florida which was heartbreaking and heart lifting. I went down to Florida City after the hurricane to a predominantly African American community that was almost wiped out. And as I walked down the street with the mayor we came across a man who came all the way from Michigan with two of his friends with a truckload of food and supplies for the folks in Florida.

(Applause)

The gentlemen was a genuine American ethnic--burly and muscular and heavy set and so proud of himself he could split. And he was standing there next to an African-American woman who's home had been devastated by the storm. She looked at him and he looked at her and she said, you know, it was nearly worth losing my home to find out how well we can work together, but it's too bad it took a hurricane to prove it.

(Applause)

And let me tell you one other story. Hillary and I and the Gores were in Cedar Rapids, Iowa at the Quaker Oats factory having a big rally. And I was working my way through the crowd and I noticed there was a young white woman there holding an African-American child. And I went up to the lady and I looked at this beautiful little girl, who came out an got in my arms and I was holding her, and I said, who's baby is this. And she said, that's .my baby. And my baby has AIDS.

And I said, where did you find this child. And she said, I adopted this child in another state. She said, you know, Governor, I respect this debate that's going on in our country about life, but how I wish we would all reach out and try to help the children who are living.

(Applause)

We Americans are brilliant at doing right by each other at a time of crisis. All across this country, however, we must know we are in a quieter crisis of a fraying society and a declining economy, of an educational system unequal to the task of global competition, of an environment slowly coming apart at critical places.

But most of all, a crisis of community, a spiritual crisis that calls upon each of us to remember and to act upon our obligations to one another. The purpose of community, the purpose of our government, the purpose of our leaders should be to call us to pursue common values and common good, not simply in the moment of extreme crisis but every day in our lives, starting right now, today.

That is the leadership I seek to offer America, and that is the America I hope to be able to lead.

Thank you very much.

Senator Wofford. Thank you all very much. The committee stands adjourned.

[Whereupon, at 12:53 p.m., the committee was adjourned.]

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